

DOCUMENT RESUME

ED 265 915

JC 860 087

AUTHOR Hutchins, Sally, Ed.
TITLE ACCT Trustee Quarterly; Volume 9, Numbers 1-4, 1984-1985.
INSTITUTION Association of Community Coll. Trustees, Annandale, Va.
PUB DATE 85
NOTE 144p.
PUB TYPE Collected Works - Serials (022) -- Viewpoints (120) 1
JOURNAL CIT ACCT Trustee Quarterly; v9 n1-4 1984-85

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS *Administrative Policy; *Board Administrator Relationship; *College Administration; College Role; *Community Colleges; *Governing Boards; *Trustees; Two Year Colleges

IDENTIFIERS *Organization of American States

ABSTRACT

These four issues of "ACCT Trustee Quarterly" contain articles on topics of current concern to community college trustees. The first issue contains the report of the Ad Hoc Committee on Excellence in Education of the Illinois Community College Trustees Association, and articles on merit pay in higher education, underrepresentation of minority transfers, board evaluation, reducing unemployment through basic skills education, the role of trustees, and business/industry partnerships. The second issue focuses on the Organization of American States (OAS) and community colleges, training initiatives of OAS countries, community colleges in international trade, relations with legislators, trustee understanding of the college president's challenges, the education budget, educational reform, and the heritage of public higher education. Articles in the third issue examine alternate funding sources, economic development, the role of research in marketing, a participatory approach to a reduction-in-force policy, decision making, telecommunications strategies, and the community college's function within the educational system. Finally, the fourth issue contains articles related to minority transfer programs, the board/president relationship, trustee ethics, fund raising, marketing, professional negotiations, and recruitment and retention. (LAL)

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WINTER 1984-85

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

TRUSTEE QUARTERLY

Volume 9

Number 1

Winter 1984-85

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TRUSTEE QUARTERLY is published four times a year and is mailed to all individual ACCT member Trustees. Annual subscription rate is \$12.00 per year. Single copy price is \$3.50. Orders should be sent to: Trustee Quarterly, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, Va 22003, (703) 941-0770.

TRUSTEE QUARTERLY seeks contributions of articles of interest to members for publication. Send manuscripts to: Sally Hutchins, Editor, TRUSTEE QUARTERLY, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, VA 22003, (703) 941-0770.

Excellence in Community College Education: Report of the Ad Hoc Committee on Excellence in Education of the Illinois Community College Trustees Association



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Preface

In August 1983, the President of the Illinois Community College Trustees Association appointed an ad hoc Committee on Excellence in Education to explore the issues and make recommendations to the Association on the role of trustees in defining, achieving, and maintaining standards of excellence in the community colleges in their charge.

The Committee met throughout the year and reviewed much of the current literature on the issues of quality and excellence in our schools and colleges. After carefully examining conclusions reached by many of these reports, the Committee interviewed a number of community college instructors and administrators. The end result is this report which represents the conclusions and recommendations of the Committee. The purpose of the report is to define excellence in community college education and to suggest means of attaining it. It is the intention of the Committee that the information and recommendations contained herein will be useful not only to the Illinois Community College Trustees Association and to individual trustees as they deliberate within their local boards, but also to community college trustees and state associations nationwide.

A Definition of the Excellent Community College

The reports and articles reviewed by the Committee imply a connection between the changes they recommend and educational excellence. Few, however, explain or define "excellence." Only the National Commission on Excellence in Education and the research on effective teachers, students, and administrators attempt to define their terms.

The National Commission on Excellence in Education defines an "excellent student" as one who performs at the upper limit or boundary of his/her ability in ways that not only test but also stretch and extend those limits. The Commission defines an "excellent institution" as one that sets high expectations and goals for its students and then tries in every way possible to help students to reach them. These two definitions suggest that to define "excellence" it is necessary, first, to establish goals and expectations; then, to develop means to reach them; and, finally, to assess whether the goals have been reached or expectations have been met.

These definitions can be adapted to define the "excellent community college." The "excellent community college" is one that:

- sets high expectations and goals for student achievement,
- develops a variety of educational methods and supporting services to help each student to reach his/her full potential,
- assesses continually and appropriately student progress toward achieving goals, and
- produces consistently superior students and graduates.

Although an individual community college may be reputed to have an excellent faculty or superb physical facility or an exemplary relationship with its community, as an educational institution, the community college in the end can only be judged by the achievement of its former students—those who have completed a single course, a certificate program, or a degree program. The college's former students, after all, are the college's only product.

The Role of Trustees in Defining and Achieving Excellence

The primary role of the community college board of trustees is to define the mission and goals of the college, to adopt policies to implement this mission and fulfill the goals, and to appoint a chief executive officer to administer the college in accordance with the policy adopted by the board. As elected (or appointed) representatives of the community, board members are in the best position to view the college as a whole and to remind both the college community and the citizens at large of the fundamental purposes of the college. The leadership provided by the board and the directions it sets signal the difference between a good community college and an excellent community college.

This report will describe further the mission and goals, programs and services, and personnel that characterize "an excellent community college," one that sets high expectations for student achievement and helps each student to reach his/her maximum

potential. Pertinent questions for the individual trustee to ask in order to measure the college's progress toward achieving excellence are included throughout the discussion.

Mission and Goals

Defining the college's mission and goals is the foremost responsibility of the community college board of trustees. The Illinois Public Community College Act suggests three separate community college missions: The provision of baccalaureate-oriented programs for students who wish to pursue a baccalaureate degree at a senior institution after completing their first two years at the community college; the provision of occupational programs leading to employment, or to the upgrading of current employment, in a variety of technical and semi-technical occupational fields; and the provision of continuing education opportunities for adults in the community, including adult basic and secondary education, remedial education, and general education programs.

The mission and goals of an excellent community college, however, go beyond these traditional statements to address the need of each person in the community for life-long learning in order for each to maximize his/her potential and quality of life.

Does the college's mission statement address the need for life-long learning and the goal of maximizing each student's learning potential? More important than including the provision of life-long learning opportunities and the goal of maximizing individual potential within the statement of the college's purposes, the excellent community college internalizes these concepts as integral and legitimate goals in the day-to-day functioning of the college.

The way in which the excellent community college is governed also maximizes the contribution of each individual in achieving the college's—and the individual's—goals.

In the excellent community college, the individuals who comprise the college—the members of the board, administrators, faculty and staff, and students—all share a common set of expectations for their own achievement and a common vision of the purposes and future of the college. **Does the college's governance system provide an opportunity for participation to all campus constituencies? Does the system achieve unity of purpose?**

The excellent community college is planning oriented. It continuously evaluates where it has been, assesses where it is headed, and determines what it needs to do to get there. It has the capability of interpreting events and anticipating trends evolving in society accurately and, then, of positioning the college to respond appropriately. Since no community college has resources sufficient to meet every possible educational need within the community it serves, the excellent community college limits its goals to those it can realistically hope to achieve with a high level of quality and sets priorities on the use of its resources to meet these goals. **Does the college have in operation a systematic planning and evaluation process to assess its success in meeting goals, to determine priorities among them, and to recommend new goals or directions as the need arises?**

It is through the programs and services the community college selects to provide and the personnel it appoints to provide and administer them that the college fulfills its mission and goals.

Programs and Services

In selecting those programs and services to provide, the excellent community college assesses the needs of the community and of the students it currently serves and those it expects to serve in the future. As needs change, the programs and services provided

also change with new ones added and others eliminated. While it is easier to add new curricula, courses, and services than it is to eliminate any, the excellent community college is constantly sensitive to the appropriateness and quality of its offerings and eliminates those that are no longer appropriate or are obsolete. **Does the college regularly assess the community's educational needs?**

The excellent community college also continually monitors the success of its former students—both after transfer to senior institutions and on the job—and confers regularly with employers within the community to keep its programs and services up to date and at the cutting edge of developments in the “real world.” Through a systematic review and evaluation process, the excellent community college establishes priorities and reallocates resources among programs and services as necessary to achieve its goals. **Does the college regularly follow up its former students? Are advisory committees of local employers active in developing new and evaluating existing curricula?**

The primary quality standards of the community college are exit, rather than entrance, standards. Since credits, certificates, and degrees awarded are the “currency” of the educational realm, the excellent community college is ever vigilant in protecting its currency from devaluation. It sets high standards for competency for each course and protects its grading system from inflation. In establishing requirements for the awarding of degrees and certificates and in designing the specific course sequences that make up the curricula leading to those degrees and certificates, it assures that those students who earn a degree or certificate have mastered not only the basic skills of reading, writing, arithmetic computations, and critical thinking but also specific skills and subject matter that the degree or certificate curricula was designed to achieve. **Does each**

course require specific competencies for the earning of credit? Is each degree and certificate curriculum designed to meet a specific objective?

Community colleges have traditionally been "open door" institutions in order to provide a "second chance" for further education to all adults in the community regardless of prior educational attainment. The institutional open door, however, does not necessarily mean that all degree and certificate programs offered by the college have open admissions. While many programs can open admission to all, transfer programs and those with limited enrollment (such as nursing and dental hygiene) have high admissions standards. Since mastery of the basics is necessary before advanced work can be completed successfully—for example, one must master algebra before learning calculus—the open door means that community colleges provide the opportunity for people to prepare themselves to meet admissions standards (if they do not already meet them) or to prepare themselves to be successful in programs that may not have formal admissions requirements.

In the excellent community college, instruction is learner centered in order to capitalize on the student's strengths and to minimize or shore up his/her weaknesses. To assure students an appropriate starting point so that they may reach their desired goals, the excellent community college assesses the skills levels of entering students and places them in the courses and curricula best suited to their learning needs. It provides students alternative learning modes from which to choose and flexible scheduling to accommodate differences in student learning styles and needs. The excellent community college establishes standards of academic progress and then establishes intervention systems to assist students who may not meet those standards. **Does the college administer placement tests to entering students? Has the college pub-**

lished clear standards of course placement, academic progress, and curriculum completion? Does the college provide remedial course-work, tutoring services, and learning or skill laboratories to assist students in meeting standards?

The excellent community college offers a variety of counseling services—educational, employment, and financial—to its students. In addition to providing career exploration opportunities to all students, the excellent community college takes responsibility for placing its occupational program graduates in appropriate jobs. An active placement office, by cultivating local employers, assists in the development of practicum experiences for students and assists in keeping curricula relevant and up to date. **Does the college have an active job placement office?**

To maintain high expectations for student achievement and to keep curricula and services up to date and appropriate to the needs of students and employers, a quality faculty and staff are required.

Personnel

The most important determinant of the excellent community college is the quality of its personnel. This dimension of excellence not only includes formal academic qualifications, which are a must, but also includes relevant life experiences, pedagogical expertise, a firm grasp of various learning strategies, a willingness to experiment, and a genuine caring about students' needs and goals. Through its recruitment and selection processes, orientation, and evaluation and reward systems, the excellent community college sets and maintains high expectations for faculty and staff performance and encourages active involvement and participation by all staff—full- and part-time alike—in achieving the goals of the college. **Do the college's personnel policies and procedures set high standards for and reward**

exemplary individual achievement?

Foreseeing declining mobility of staff, a change in program mix, and an increasing diversity of students, the excellent community college pays particular attention to the continuing development of its present personnel. By designing a diverse staff development program, all staff members—faculty, administrators, professionals, and clerical and support service personnel—are challenged to develop new skills and to explore methods of adapting the college's programs and services to meet new societal needs. **Does the college have an organized and effective staff development program?**

Summary

The excellent community college through its excellent faculty and staff sets high expectations and goals for student achievement. It provides a variety of educational programs and supporting services to assist each student in maximizing his/her potential. It continually assesses student progress in meeting these standards and assesses the programs and services provided by the college for their relevance to emerging community and student needs. The excellent community college consistently produces superior former students—students who after completing a course or a curriculum at the college become assets to the community.



Merit Pay In Higher Education: The Argument for Rewarding Quality and Excellence in Education

Dwight A. Burrill, President
Howard Community College
Columbia, Maryland

It is not my intention in this article to argue for any specific existing or past merit pay system, even though I manage an institution which has a unique approach to merit pay. I will allow that virtually all merit pay systems which have been created to date have been faulty.

Our task is not to justify any existing system, but to search for one that works. If Wilbur and Orville Wright had followed the advice of the professionals in the field of transportation in the earlier part of this century, they would never have gotten their plane off the ground. It was alleged that if God had wanted man to fly, he would have given man wings, and that it was patently obvious from the laws of physics that man would never be able to fly. History, of course, to that point, confirmed that every attempt had been a failure. Fortunately, for all of us here today, Wilbur and Orville did not listen to the experts. They simply went out and did the impossible.

I suggest that that is what has to be accomplished in the area of merit pay today. We must not be bound by the failures of the past or the biases of the present. Rather, we must be guided by the hopes and aspirations of the future.

Merit pay is not grounded in the assumption that it is designed to increase base salaries. It is not intended to be, nor will I argue for it to be, a substitute for overall faculty salaries which are inadequate. I believe, by and large, faculty salaries must rise. The base must increase to a level which will attract competent people. Merit pay, rather, is a

method for recognizing and rewarding excellence. It is a method for communicating that mediocrity will not be tolerated. This is equally as important as raising base salaries. Neither is adequate by itself.

There have been many definitions of merit pay ranging from descriptions of differentiated staffing to pay for performance. However, probably the silliest, most ludicrous, meaningless and unusable definition of merit pay that has ever been concocted has been put forth by the National Education Association, which defines merit pay, and I quote, "any plan to increase salary compensation of individual teachers that is based on politics, favoritism or the subjective evaluation of teachers by administrators or others." ("Merit Pay Defined," Search, National Education Association, 1984, p. 4.) This definition is, I think, akin to defining flying as getting down on your hands and knees and moving yourself along the surface of the earth. In fact, I do not even believe that the NEA believes its own definition of merit pay.

Merit pay, as a concept, is grounded in a fundamental principle of behavior. Human beings repeat behaviors which lead to positive outcomes, and they do not repeat behaviors which lead to worthless outcomes. Further, they will temporarily cease performing behaviors which lead to painful outcomes. In short, if we can determine what behaviors we want an individual to perform, and arrange the environment in such a way that it leads to an outcome which the individual values, then the likelihood is very high that that behavior will be repeated. If, on the other hand, we cannot describe the behavior

that we want to have repeated or no valued outcome exists, how can we possibly expect an individual to repeat that behavior, other than by chance alone?

Fortunately, for us in education, there are some outcomes built into certain people which reward them for performing valued behaviors. Unfortunately, for us, these instances are rare. Further, performing a valued service and seeing someone else rewarded without performing is demoralizing and devastating.

People deserve to be rewarded for what they produce. It is morally right for individuals to receive the benefits of their labors, and it's morally wrong for individuals to receive benefits for labors which they could have performed but did not.

It's a fundamental principle of our free enterprise system that individuals who expend effort and accomplish something of value should receive a reward commensurate with the value of what they accomplished. Unfortunately for us over the past few decades, society has failed to see the value of learning and has chosen to reward valued teaching at a level less than its true value to society.

We educational administrators and faculty have further compounded the sin by tying the rewards for teaching to extraneous factors such as length of service, years of education, research grants and publications. We have violated the fundamental principle of our free enterprise system which is reward for valued accomplishment and as a result, have received only what we deserve—mediocre teaching.

We see these fundamental principles of human behavior violated over and over again in the socialist countries of Europe and Asia. We have example after example of the devastating effects of the failure to reward excellent accomplishment. We see

those devastating effects in the form of reduced productivity and marginal quality.

We can see a similar lack of productivity and low morale in our immense governmental bureaucracies. Both at the state and federal level, we see unfortunate examples of individuals putting in their time, shuffling paper, with absolutely no reason for expending any effort in the achievement of excellence. Why should they? What could they possibly receive for excellent effort that they do not receive now for mediocrity? They will continue to receive their salaries with raises as long as they can manage to occupy their chair and continue breathing. Excellence has no meaning in the bureaucracy. Why should anyone produce if he or she receives no payoff for production?

We in education cannot afford to have either teachers or administrators content with mediocrity. We must find ways to determine what we mean by excellence and we must find ways to provide appropriate rewards for those who are willing to expend the extra energy necessary to accomplish excellence. Merit pay by definition is a process for rewarding excellent performance. One might ask then, what are the elements of an effective merit pay system? I would suggest there are several elements that one might look for in a good approach to merit pay.

First, the system would have been developed with a considerable amount of faculty participation. After all, in the final analysis, it is the faculty who have to live and work with a merit pay system, and they should be involved in its development. Certainly if a merit pay system is being implemented within the context of a union contract, then the system would have to be designed and agreed to through the union negotiations process. One would find an adequate base salary underlying a merit pay system. As I said earlier, merit pay is not a substitute for adequate salaries.

Second, merit pay would be in addition to cost of living. Separate actions should be taken to adjust the base salary schedule to reflect inflationary factors.

Third, merit increases would depend upon the accomplishment of objectives agreed to in advance and not superimposed after the fact.

Fourth, if academic rank exists, it should be dependent, in part, upon a track record of high merit. Rank and merit should not be independent of each other.

Fifth, I would strongly recommend that a part of each year's merit increment not accrue to base. In other words, it would have to be re-earned each year.

Finally then, total salary would include an adequate base component, cost of living increases, adjustments for rank, and finally, merit increments.

The merit portion, I repeat, would be contracted for in advance and evaluated against objectives. Now, it is not difficult to find objectives in the non-teaching component of education, but objectives in the direct instructional area are often difficult to come by because we have not adequately designed and developed our instructional curriculum. I would propose that a good merit system, in order to work effectively, ought to be grounded in a systems approach to instruction. When I say a systems approach to instruction, I am referring to several fundamental elements that one might find in the curriculum.

First, I would expect to find measurable instructional objectives in every course.

Secondly, I would expect to find student performance evaluated against those measurable instructional objectives. With the systems approach, students' grades would be a function of what objectives they accomplish

in the course.

Third, I would expect to see alternate learning and teaching methods available so that students with different strengths and weaknesses would have a variety of paths toward the accomplishment of instructional objectives.

Fourth, I would expect to see faculty spending time coaching small groups and individuals as opposed to simply presenting information. I believe there is a lesson to be learned from coaching in athletics. The coach does not go out on the field and run the plays while the students sit in the bleachers and take notes. Rather, the coach has the students on the field, running the plays over and over again until they get them correct. I think this fundamental principle of learning is the key to quality instruction in higher education.

Fifth, I would expect to see a continuing analysis of student performance being carried out. Such a study would examine groups of students to give us information about both the program and the teaching performance of individual faculty. That analysis would also be used as a tracking system for individual students.

Finally, I would see course program and teaching revisions carried out as a result of the information found through the analysis of student performance. These are the fundamental elements that I would expect to find in a systems approach to instruction, and I believe they are critical as a base upon which we can build an effective merit pay system. I would see the evaluation of faculty broken down into two components. One would be direct instruction, and I would see about 60 percent of the weighting of the evaluation in the direct instructional area and about 40 percent allocated to other instructional tasks. The evaluation of faculty in the direct instruction area would be made up of five different sources of information.

Peer observation, supervisor observation, self evaluation, student evaluation of faculty, and student performance on learning objectives. Other instructional tasks that should be taken into account to make up the other 40 percent would be such things as curriculum development, student advisement, committee and administrative tasks, professional development and community and college service.

Let me repeat, we in education cannot afford to have either teachers or administrators content with mediocrity. Merit pay by definition is a process for rewarding excellent performance.

As we look around education, we fortunately do find examples of excellence. We have an excellent university-based research system in place which is rewarded with federal grants that go to those who perform worthwhile research for our society. Quality of publications are produced because we reward those who publish with promotion, recognition and salary raises. We even have a few, rare isolated incidences of excellence in teaching. Individuals who somehow have, amidst our system, internalized a set of values which have enabled them to reward themselves for excellence in teaching. We must be eternally thankful for those few.

Unfortunately, there are only a very few isolated cases that we can point to of teaching excellence. Each of us has seen a few of them. The fact that we remember the few so vividly is a testimony to the rarity of the phenomenon. Why? Because, by and large, excellent teaching is not rewarded. There are a few payoffs for good teaching. And those few payoffs often take years to become evident.

Why not find ways to identify good teaching?

Why not find ways to reward it so that it will be repeated? Why not find ways to recognize it so that others will seek to copy it? Why force excellent teaching to be rewarded only by intrinsic internal payoffs?

I'm not saying that this process of identifying and rewarding excellent teaching will be easy. I'm not suggesting it will be easy even to identify good teaching. I'm not suggesting that we today even know good teaching when we see it. I'm not suggesting that it will be easy to observe good teaching taking place without disturbing it.

What I am saying is that if there is a difference between good teaching and poor teaching, and if that difference is important to this society, then we can and we must find ways to identify and reward those who make a difference. We must find ways to help administrators learn how to evaluate those differences fairly. We must find ways for teachers to learn how to receive those rewards and use the information to continue to improve. We must find ways for citizens to learn how to support the process of rewarding excellence. We must find ways to help students avoid abusing the process which rewards excellence. The task is great, the journey is long, but we must not shirk this moral obligation to find teaching excellence and help it grow in our midst.

If education is to become excellent, we must find ways to identify excellent teaching, we must find ways to reward excellent teaching so that excellence becomes commonplace and not the exception. Only when we can identify and reward excellent teaching can we eliminate the mediocre and increase the incidence of excellence which is so critical to our society in this dawning age of knowledge. This is merit pay and it must become common in higher education.



Underrepresentation of Minorities Who Transfer To Baccalaureate Institutions

Max Castillo, President
San Antonio College
San Antonio, Texas

(Editor's Note: This article is taken from a speech delivered at the ACCT 15th Annual Convention, San Antonio, Texas, October, 1984.)

When I was asked to address the issue of "Underrepresentation of Minorities who Transfer to Baccalaureate Institutions," I jumped at the opportunity mainly for two reasons:

1. It is currently a very critical issue for us in community colleges in view of our role and mission as comprehensive education institutions; and secondly:
2. It was also an opportunity to review some of the research in an attempt to isolate the reasons for this underrepresentation, and to share with you some ideas and information on what other institutions are doing in response to the transfer function.

I would like to begin by having you do a little visual imagery, then follow up with some facts that you can apply to the mental picture of what exists in your own community. So picture, if you will, a rambling pipeline. Let us say that the pipeline comes from various constituents of the community and arrives at your assigned seat in the boardroom. It runs from your seat to the Chancellor's or President's office, to the Vice President or Dean, through the classroom, past the teacher, and finally out of the campus. At your campus doorstep, continue to follow the pipeline to the multiple paths it takes to the various colleges to which we *think* our students are going. If you have a picture, hold it.

We can all call to mind who it is we serve, that is, the students who travel through that pipeline. In community colleges, the specific groups include more than half of all entering freshman, half of all the women seeking higher education, and more minorities than all of the four-year colleges and universities combined. There are barrio and ghetto youths, welfare mothers, laid-off workers and "empty-nesters" returning to college; and in many cases, along with their sons and daughters.

Demographically, the country is witnessing explosive changes which will impact each and every one of the college systems on whose boards you serve. For some, it will mean diminished enrollments; for others it will mean defunct systems which no longer match the needs of students in the pipeline. For all of us who monitor and service the pipeline — the demographics merit intense examination. The 1933 Report of the American Council on Education Forum speaks, specifically, to the changing ethnic populations and implications for educational policy. Although there is growing recognition of the importance of such demographic changes, there is also apprehension that this society's major institutions are not responding quickly or adequately enough in developing policies that will maximize the contributions to be made by the escalating numbers of minorities in the population.

The American Council on Education Report includes some significant bits of data that merit review. To each piece of data which this report points out, I would suggest a question — questions which as diagnosticians

of the pipeline — require individual perspective, collective understanding, and a unitive bias for action.

If, as one of the data bits indicates:

The average age of the white population is growing older, while the minority population is growing younger,

Then:

What are we doing to ensure the education of minorities in whose care the nation will be for the decades to come?

If, as a second data bit indicates:

Minorities represent the majority of school enrollments in 23 of 25 of the nation's largest cities,

Then:

How will cities, board members, and college administrators form the partnerships necessary to certify that Blacks, Hispanics, and other minorities exit the pipeline at greater rates than the dismal numbers presently show?

If, as a third data bit indicates:

Eighty percent of all minorities who hold Ph.D's are in education and the social sciences,

Then:

How are colleges enriching the experiences and raising the awareness of minorities to provide the balance in the sciences, the humanities, and the fine arts that make this nation a whole?

Other data tell us that, presently, minorities just aren't making it at a rate which will allow the country to competitively advance its goals in defense, research, technology, in-

dustrial development, and so on. Despite increases in absolute numbers of Black and Hispanic high school graduates and college enrollees in recent years, only one in four freshmen intending to get a Baccalaureate Degree actually does so.

Completion rate studies indicate that in 1970, 4.5 percent of all Blacks twenty-five years and older had completed four or more years of college — less than half the 11.6 percent completion rate for Whites in the same age group. By 1981, the completion rate for both races had increased, but the gap between them remained, with an 8.2 percent completion rate for Blacks and 17.8 percent completion rate for Whites. The comparable statistic for Hispanics in 1981 was 7.7 percent.

A serious erosion has also occurred in the rates of Black and Hispanic college enrollments as a percent of the high school graduates in their populations.

Data indicates that the Hispanic rate fell from 35.4 percent to 29.9 percent from 1975-1980. For Blacks, the figures were 32.0 to 27.8 percent; for Whites, 32.4 to 32.0 percent.

The 1982 study by Alexander Astin on *Minorities in Higher Education* sharpens the issue of transfer, when he notes that one can attribute minority underrepresentation to progressive rates of attrition from high school to the community college. An illustration of this problem is cited in a recent UCLA study: Of 100 Hispanic youngsters that entered Garfield High School in Los Angeles, only 18 graduated from a four-year institution. Their route from Garfield progressed to a Los Angeles community college and, finally, to California State College. Forty percent were lost in high school and half of the remaining sixty percent were lost in the community college.

So when we view the issue of transfer within this context, we can conclude that attrition

is the major problem that contributes to this underrepresentation. However, a number of studies that have been conducted on the transfer function have isolated some specific problems that also contribute to the diminishing transfer rate; and these are:

1. The poor communication of transfer requirements to students;
2. The lack of information systems for counselors who advise transfer students;
3. The complex admissions and registration procedures to which we subject students;
4. And, the most frequently cited reason for dropping out of the pipeline, the lack of financial assistance.

Even more often, students are trapped in the pipeline due to the gross lack of agreement on transferability between the community college and transfer institution. Students may be denied admission to certain "impacted" programs at specific colleges and universities. "Impacted" programs are those in which the applicants far exceed the capacity. Predictably, impacted programs are those which have the best success for job opportunities after graduation. The most common are usually engineering, computer sciences, and business administration—the very ones in which minorities are under-represented.

Inspection of the pipeline reveals that we are not doing a good job of preparing students for vigorous academic work. While studies show that we are making some progress in teaching students to read and write, the same studies show a lack of high-order thinking skills. The result is that minority students either cannot meet transfer requirements or they perform in a substandard fashion if they do.

The first generation of college-educated minority students have still not emerged in

significant numbers to create the base of support both in the home and in the workplace that is critical to modeling the life of a student. The majority of minority students are still first-time college attendees, represent a lower income level, and are more likely to be working and studying. With these characteristics, few minority students successfully negotiate their way through the system of a community college and the complex transfer function.

A number of studies have also shown that those community college students who do transfer, when compared with "native" students (those entering a university immediately from high school) in the areas of persistence, performance, and progress tend to perform less well than "native" students. One important conclusion that can be drawn is that, once the initial "transfer shock" is over, junior and community college students' grade point average's (GPA's) do increase and, therefore, those students have an excellent chance of success.

A prevailing trend that has also occurred in community colleges is that their original role of preparing students for transfer to four-year institutions has shifted toward occupational education and technology. This does not mean that community colleges have abandoned the transfer function; on the contrary we have retained it, but in a somewhat different fashion. In many community colleges, the students have shown more concern with the course than with the program, particularly in occupational programs. Fewer students attend in a linear manner and a greater number of students attend classes as part-timers enrolled in a transfer curriculum, or in areas of technology which show increasing potential for transfer. This requires a more total approach to articulation, the realignment of support services, and the increased valuing by four-year colleges of the combined technical and work skills many part-time students typically bring to the university setting.

As a matter of fact, The Commission on the Higher Education of Minorities goes so far as to recommend that community colleges revitalize their transfer function by establishing as one option, a "Transfer-College-Within-a-College"; wherein all students aspiring to a baccalaureate can be brought together and exposed to the same kinds of intensive educational and extracurricular experiences commonly available to students in university settings. Funding formulas may have to be revised to strengthen the "College-Within-a-College."

How do we repair the leaks in the pipeline? What programs and services do we use to seal it — to prevent the seepage of human potential? In examining some of the successful programs and services, I, modestly, begin at San Antonio College.

The High Technology High School concept began by bringing in predominately minority juniors and seniors from some of the city's more depressed school districts for half a day of intensive instruction in math, science, logic, computer technology, and technical and scientific writing. All courses are taught by our own college faculty. Beginning its second year, we are now serving freshmen and sophomores, and in 1985-86, we will be implementing Phase II of the High Technology High School which will provide a career-specific option.

The College Prep Pre-Engineering Program at The University of Texas at San Antonio serves 450 youngsters during the summer, representing both middle and high schools. Our college provides faculty support for this program and many of these youngsters become our students at San Antonio College bringing into our system a predisposition and link for transfer.

At Miami-Dade Community College there is the experimental Challenge Center. Since the right-to-fail policy was abandoned in the 1970's, 19% of Miami-Dade's full-time students

have been completing their degrees, a relatively high figure among community colleges; and transfer to four-year institutions is at 5%. Additionally, the Transfer Opportunities Program, funded by the Ford Foundation, has developed a number of strategies to improve minority students' chances of moving on to senior colleges.

At Lawson State Community College in Birmingham, Alabama, which is 99% Black, an articulation effort began with college professors and high school teachers to address statewide cooperation between senior colleges and Lawson State.

At San Antonio College, we have been engaged in a similar effort with local senior institutions and specifically The University of Texas at San Antonio, where our faculty, counselors, and department chairpersons have been comparing curriculum and class syllabus in selected degree programs that transfer directly to the University. In essence, what we have established is an "articulation hit team" that is developing not only 2 + 2 degree programs with the University, but also with our local secondary school systems — as I noted earlier an example of this being our High Technology High School effort.

Los Angeles Community College District is involved in a program entitled "Project Access." This program provides all new students with assessment results of their basic skills for proper course placement and continuous counseling.

This effort, which parallels a similar program with the same type of assessment at our institution, is based on the concept that colleges must begin a serious preassessment of student entry level skills as a first step in providing comprehensive counseling and advising to entering students. The outcome is to increase retention and facilitate the transfer function.

The list of successful programs continues in

Atlanta; Denver; Phoenix; New Jersey . . .

The common themes that run through these programs are similar to those found in Peters and Waterman's *In Search of Excellence*. First, they are built on partnerships between the entities who service the pipeline. Second, they have small administrative bases. Our High Technology High School and English as a Second Language Programs, for example, were built and are directed by faculty on release time from their departments. In both, even clerical support is shared. And third, the programs do a lot with very little — the greatest expense is that of time spent in planning, dialogue, refining, and implementing. From that, has flowed unsolicited financial support from business and industry which last year produced significant amounts of donated equipment.

The pipeline has tradition. For years it has carried students from the secondary schools to the community colleges, into the universities and, finally, to the employing sector that many of you represent. In recent years, there has been stress on the system. The breaks have produced uneven flows of output, costly allocations of resources, and unmet expectations on the part of students. Return to that thought you've been holding of the pipeline that runs throughout the city, your campus, and your classrooms. If there are no connections or the connections are faulty, I hope that you will consider any or all of the themes presented here to build programs for the unique communities you serve.

The essence of the message I've shared with you is that as policy-makers, and as CEO's,

we have a responsibility to rethink and challenge basic assumptions on how we address the education needs of minority students in community colleges. Sometimes we get in a "rut" and find it difficult to adjust our mode of operating. I'm reminded of Naisbitt's *Megatrends* when he states: "Companies, like people, find it difficult to change, mainly because people run companies." You get stuck in your ways.

This applies to education institutions as well! I would argue, therefore, that you can't change unless you completely reconceptualize and rethink what you are doing, and unless you have a totally new vision of what you plan to do.

As policy-makers, therefore, the challenge is one of developing education policy that addresses the issue of equity — policies that address the education needs of an increasingly diverse population.

It is obvious, as the ACE report points out, that minority population growth means increased political and educational power, and the increased ability to influence education and public policy. The picture, although not complete and somewhat fragmented, is not that bleak. Blacks, Hispanics, and other minorities are making some gains. We just need to underscore that much of the impressive progress that has been made in that very "leaky pipeline" has occurred because of visionary efforts at both the local and national levels to develop special projects and policies that have very successfully targeted the need for equalizing educational opportunities; social justice and equity.



Board Evaluation

Searle F. Charles, President
Elgin Community College
Elgin, Illinois

The principal purpose of evaluation is the identification of specific functions needing improvement. An important secondary purpose of evaluation is to assure an adequate confidence level for performance.

To be successful, evaluation must be conducted in a manner which assures the intent is to improve performance.

Evaluation should not be undertaken until board members know the criteria on which they are to be evaluated. It is absolutely necessary, therefore, for board members to know their major functions, to have agreed on these functions, and to determine, if at all possible, in advance the process for evaluation.

Evaluation of performance must start at the top. Decisions and actions of a director of admissions, a faculty member, or an executive secretary are important. However these people are evaluated, their impact on the life of a college, its future existence, are not as far-reaching as those decisions made by members of a board of trustees. Governing boards make very important and far-reaching decisions impacting the college. Therefore, the college community and the public supporting the college deserve a performance level of adequate to outstanding by members of the board. The informal evaluation of board members by the election process is not adequate. It is too infrequent. It is, like student evaluation of faculty, incomplete in perspective and experience.

A high quality, successful board evaluation process will include the setting of goals.

Goals aid in establishing a positive tone to the evaluation process. Fulfilling the goals agreed upon is important; however, process of operation is also extremely important. Poor processes in the functioning of the board may mar good decision-making; therefore, excellent bylaws and operational procedures are necessary. Lack of any of these will tend to diminish the level of accomplishments by a board of trustees.

They are useful in that they can protect an educational institution from wrongdoers, the selfish board member whose perspective for the college is no larger than his/her own particular interest or motive or a president operating a college to benefit his or her own professional career. *The prime ingredient in successful boardsmanship is quality of performance.*

As far as I am concerned, members of a board of trustees for locally governed public community colleges should, above all, also possess:

1. ethical principles in personal and professional interaction so that mutual trust as to motive and goal to be achieved exist,
2. a comprehensive knowledge of the community served by the college,
3. an awareness of the basic academic programs and services offered students,
4. a willingness and the time to know the essence of the material involved in board meetings, and
5. a full understanding of the missions of the college.

Where can the board of trustees turn for assistance in developing and completing an evaluation process for itself? These are possibilities:

1. The college president. If the relations between the college president and the board, particularly the board chairman, are as positive as they should be, the president should be able to suggest useful procedures, sources for professional assistance, and assist, if wanted, in the preparation of a set of evaluation criteria and a check list to audit the board's performance.

2. Consultant/Professional Organizations. The Association of Governing Boards and the Association of Community College Trustees have professional personnel and experienced board members who can assist in shaping evaluation criteria and in helping a governing board develop the process of evaluation.

3. The Private Consultant. Distinguished from the Consultant/Professional designation in that the private consultant is either an experienced professional working alone or as part of a private consulting firm operation with additional resources. These individuals know of reasonably successful board evaluation processes, and acting as a stimuli or third party to resolve occasional differences of opinion, can perform a useful role in shaping a workable evaluation document.

4. Local Organizations or Responsible Citizen groups. The board chairman, with approval of the board, might request an organization such as the League of Women Voters to carefully select three or four individuals to review materials typically used by the board members, to review the bylaws and to observe the board of trustees in operation for a period of three or four meetings. These individuals can, for example, be asked to note whether the board members by intent of material, by nature of operation, or in remarks made, slight or negatively

impact minorities, people of various nationalities, handicapped, etc. Are there, for example, too many "nationality" jokes or flippant comments which distract from the positive image the board really desires to achieve?

5. Questionnaire. Carefully prepared questionnaires used every other year may be very useful if related adequately to the criteria the board members have established for evaluation. The results may be shared or kept individually with a general discussion centered on the check points.

6. Audit. Our natural inclination is to think only of the financial audit. In this instance I mean an audit by a firm sufficiently experienced in organizational structure to review policy-administrative relationships. Representatives of the audit firm can determine if board members make use of readily available information and documents which are valuable tools to determine performance. These include annual financial audit reports, annual reports of the president which should, for example, verify implementation of approved new academic programs and policy, accreditation reports which may confirm that the board did take action to remove inadequacies cited in a previous accreditation report, and various other in-house documents which provide facts revealing key developments in college functions and services.

We must also remember that there is the need to separate at some point the evaluation of the performance of the individual board member from that of the board as a unit even though the two are closely intertwined. There must be identified also - for the personal benefit of an individual board member, if for no other reason - what may be occurring to prevent adequate performance by a board member which might be a failure on the part of college staff (i.e., inadequate and untimely sharing of information).

Drawing on several sources of material, comments from several experienced members of boards of trustees, and observations of my own in attending governing board meetings at least ten times a year for the last twenty years, I have prepared two sets of

materials which may prove to be useful in shaping thoughts and practice in evaluation of boards. The emphasis is on self-evaluation although they can also be used as an evaluation process involving assistance from personnel other than members of the board of trustees.

Criteria for Evaluation of the Performance of A Board of Trustees of A Public Community College

- For Discussion Among Board Members -

A. Materials which should be available to board members.

Criteria: Each board member conscientiously and consistently reads the—

- | | |
|--|---|
| 1. board agenda for meetings | 10. audit reports |
| 2. minutes of board of trustees meetings | 11. planning documents |
| 3. college policy manual | 12. annual reports of the president, if required and prepared |
| 4. college catalog | 13. student regulations |
| 5. annual operating budget | 14. job descriptions for the president, vice presidents, deans |
| 6. mission statement | 15. bylaws of the board of trustees |
| 7. facilities maintenance plan | 16. a six-month summary of major board actions and achievements (prepared by president and chairman of the board) |
| 8. college newspaper | |
| 9. accreditation reports | |

B. Participation in College Activities

Criteria: Each board member fulfills three or more of the following—

1. attends at least one college activity each month
2. supports new, struggling, approved ventures of the college
3. assists in relating college programs and missions to other community groups and the populace generally

4. compliments particularly noteworthy activities performed by college staff, faculty and/or students

C. Board of Trustees Functions: The Board Meeting

Criteria: Each board member does most of the following during a twelve-month period—

1. attends board meetings regularly, say eight out of ten meetings
2. participates in one or more board of trustees committees
3. suggests goals for the board of trustees to set and to fulfill
4. suggests valuable and useful agenda items for board meetings
5. suggests improvements in the bylaws of the board and/or procedures in operation
6. conducts self at board meetings in a manner which is supportive of a positive, constructive image of the board for professional staff, students and the public
7. contributes knowledge gleaned from experience and the reading of articles pertaining to higher education and the changes occurring in his/her state and particular geographic area
8. assists the chairman of the board in keeping board discussion centered on policy formation and revision, not administrative/procedural operations
9. raises questions at board meetings in a manner which assists in encouraging positive discussion
10. takes time to become acquainted with other board members before and after board meetings, gaining insight as to their educational concerns and personal style of commenting

D. Relations With the President

Criteria: Board members have established and honor the following—

1. evaluation criteria and procedures for the evaluation of the president is in place and is conducted accordingly
2. a procedure for monthly interaction meetings between president and board chairman
3. a yearly visit with the president and his/her staff with only one purpose: to know the college better
4. the establishment of an understood role in the life of the college/community for the spouse
5. the development of an updated and relevant concept: the key leadership and management skills needed for the college in the immediate years ahead are identified and shared among board members and shared with the president

-
6. establishment of an agreement on the major thrusts of the college for the next three to five years

The Task:

Having established criteria to check performance, the major task for the board members is to meet once a year to review performance individually and as a board. An individual check list reviewed by each individual member of the board is perhaps the best approach for evaluation of ones own performance as a board member. *However*, two additional processes should occur. One, ask one or two other board members to comment on your role. What can they suggest for improvement? What actions or comments have particularly irritated them? Consult your chairman in a like fashion. Two, the board chairman should open the floor to all board members to state what any one member believes would improve the functioning of the board and/or a particular individual member. It is best to share a concern you have about performance of another within the framework of an evaluative process rather than in the midst of a heated discussion.

The board chairman and each board member should be alert to fundamental differences on vital issues which develop and exist. Provide a framework during the evaluation process to resolve as much as possible differences among board members which have to do with a particular mission of the college or disagreement concerning a major thrust activity or phase of a long range plan. Consider means for disagreement to exist and occur which still leaves discussions by the board in public meetings to be constructive, revealing knowledge of facts and data, rather than letting emotions dominate.

Use the evaluation sessions as a means to prepare positive goals for the coming year. To do the evaluation, knowing one intent is to shape two or three goals for the future, adds an important positive element to the evaluation process.

A Check List For Evaluation Of A Board Of Trustees Performance

Has our board of trustees

1. made decisions which distinguish between policy and actions which are the responsibility of the college administration, allowing the president and his/her staff to control administrative functions?
2. reviewed the mission of the college and updated as needed?
3. adopted a new, updated facilities plan?
4. had prepared, then reviewed and then acted on an academic/student services plan for the next two or three years?
5. participated actively with other community colleges in securing improved support for

community colleges by the state legislature and governor?

6. approved an annual operating budget in a timely fashion, or, if not, were alternate operational arrangements made in a timely manner?

7. arranged to secure accurate information on all new collective bargaining contracts and adjustments of salary schedules from nearby colleges?

8. evaluated in a professional manner the president of the college and received from the president his/her assessment of the quality of the presidential staff?

9. established and carried out an evaluation process for itself?

10. considered carefully improved means to relate more effectively the college and the community?

11. secured accurate information pertaining to the student fund operations and programs for the past fiscal or academic year?

A Checklist For Evaluating The Performance Of Individual Members Of Boards Of Trustees Of Public Cimmunity Colleges

A. Have I read and/or do I read?

_____ the college mission statement

_____ the current long-range planning document(s)

_____ the most recent accreditation reports

_____ program evaluation reports

_____ the college newspaper

_____ the college catalog

_____ the last college class schedule

_____ *The Chronicle of Higher Education, Community and Junior College Journal, ACCT Advisor*

_____ the last annual report of the president of the college (if he/she is required to prepare one or does so)

_____ the current collective bargaining contract

_____ policies of the board of trustees pertaining to action items on the agenda

_____ the proposed and the approved annual budget documents

AND ESPECIALLY have I read and studied before each board meeting

_____ the prepared board agenda

_____ special reports or particular issues prepared by the college president at the request of the board

B. Do I insist that

_____ I receive the agenda for the next board meeting in a timely manner

_____ there is a system in place for me to have questions on college life and events and proposed agenda promptly attended to

_____ college policies are well stated, kept up-to-date in a readable and usable arrangement

_____ the president has the necessary authority to implement board policy, to establish procedures, to act promptly in emergencies

_____ a past audit system understood by the president, his/her staff, and the board of trustee members is in place for programs, services, finances

_____ there is an academic plan and a facilities plan in place for the next two to five years

_____ the president reviews with board on its budget committee at the end of each fiscal year the major adjustments made in the past year's budget

_____ the board of trustees has a set of goals/objectives

_____ the president presents and the board approves a set of annual goals for the president

_____ there is an annual evaluation format for evaluation of the president

_____ the board of trustees has a process in place to evaluate its own performance

_____ the college administration does, in fact, evaluate annually performance of staff, of faculty, and at least once every five years, academic programs and student support services

_____ the president and the board compare conditions of college operations and mission fulfillment with comparable colleges once every five years

_____ the board annually reviews its appointments of secretary, treasurer, legal counsel and audit firm

_____ board meetings are conducted under parliamentary procedure

_____ executive sessions are kept to the absolute minimum

C. Do I assist my fellow board members and the president by

_____ possessing clear perception of the difference between policy setting and administrative decision and action

_____ avoiding involvement in discussions at board meetings of irrelevant topics and issues

_____ knowing my board materials for the board meetings

_____ asking intelligent and useful questions during board of trustee meetings

_____ bringing to the discussions of the board useful facts and knowledge based on my own work experience and/or reading and study

_____ knowing the missions of the college, its major academic programs and student services sufficiently well to comment effectively about them to members of the community

_____ an overall presentation, appearance, and comments in public which enhances the image of my college

_____ stating well-developed questions and/or sincere, penetrating comments which challenge my fellow board members and the president to analyze issues thoroughly and with the best interests of the total college community foremost

_____ visitations with the president and to the campus once or twice a year to sharpen my knowledge of specific assets of programs and services

_____ receiving comments of criticism and complaint and channeling them directly to the president accurately, professionally, and promptly

_____ lending a "helping mind" and "tactful" comments, perhaps a bit of humor during board meetings when differences of opinion cause tensions to become too tense for productive discussion

_____ maintaining constructive and positive relations with local and state government officials and with such organizations as the Chamber of Commerce, major labor unions, etc.

_____ sticking to issues of substance when seeking re-election to the board of trustees

_____ noting particularly effective performances by a fellow board member or by faculty, staff or students and commending them

S.F. Charles, President
Elgin Community College
October, 1984



Reducing Unemployment Through Basic Skills Education

Harvey R. Dean, Former Board Chairman
Macomb Community College
Warren, Michigan

(Editor's Note: This article was written in reaction to the first draft of the U.S. Conference of Catholic Bishops pastoral letter on the U.S. economy. A major portion of the article is presented.)

I believe with Archbishop Edmund Szoka that unemployment is "a social evil." Nothing is more stultifying to the human spirit than being without work and without hope of getting work. Our economy is too vast to rest responsibility for getting a job totally in the hands of the job-seeker. I do believe, however, that our strategies for dealing with the problem must involve an intelligent utilization of our resources.

It seems to me that the key to reducing unemployment, and the strategy most likely to result in multiplication of our capital, is to focus upon the problem of basic skills education. At Marygrove College, which has the greatest percentage of black students of any college in America (aside from the historically black colleges), they have incorporated into their curricula as a basic component the concept of "developmental" education. Every student entering Marygrove undergoes a thorough assessment of his or her basic educational skills. Many have shortcomings in those skills but those shortcomings are remedied, usually within an academic year, and the student moves into the mainstream of learning.

At Macomb Community College, pilot skills programs involving team teaching and other proven tactics have yielded the same results. The greatest obstacle at MCC in dealing with the problem is the cost factor. College

resources are stretched thin in responding to the traditional missions of the college, vocational education and liberal arts transfer programs. Very little is left over to address the huge educational and societal problem discussed in this article.

Governmental stabs at the problem have underestimated it and characteristically have been "quick-fix" in nature. CETA programs are now generally acknowledged as failures. JTPA programs are aimed at providing a specific skill to a designated target group. Specific skills are what tend to become obsolete. No comprehensive governmental program has been put in place to impart the adaptability skills of that spectrum of the unemployed discussed here, i.e., those with substantial deficiencies in basic intellectual skills. The technical and vocational jobs of today and tomorrow demand such skills, and to a substantial degree. Those in the robotics program at Macomb Community College, for example, must have completed mathematics through the pre-calculus level. They must have substantial education in physics and engineering. Obviously, they must be able to read with comprehension and write effectively.

A few years ago Governor DuPont suggested that unemployment programs have a linkage with job retraining programs. That makes sense. The needs of the unskilled demand more, however. Our state and national governments must provide a specific categorical program of grants to our community colleges and other educational institutions to upgrade command of basic educational skills by adult re-learners.

Those categorical programs must be coupled with strong vocational programs in emerging technologies. Put another way, state and federal governments must also continue to support development and operation of such programs at our community colleges, integrating teaching of basic educational skills with technological education.

There would be a pay-back. An educated worker earns more and pays more taxes. Just as importantly, some of the demands of social justice (which perhaps can be restated as being a decent concern for the condition of our fellow men) can be met. Last but not least, combining the results of those two programs with a renewal in the rest of American education would equip American industry with the potential to compete successfully on an international level.

The elements of such a renewal at the university level are summarized well by the recent study made for the Michigan Department of Commerce. In recapitulation, they are 1) strengthening the research ca-

pabilities of our major universities, 2) devoting more resources to upgrading engineering and science programs at those colleges, and 3) devising and supporting strategies for finding applications of the products of research and communicating and transferring those applications to industry. What could perhaps be lost in such an emphasis is the recognition that liberal arts education is one of the very underpinnings of a civilized society.

The elements of that renewal at the K-12 level are already commonly known, but difficult to put in place. Suffice it to say that educators at that level have their hands full in upgrading the quality of their graduates so that new generations of the educationally deficient are not poured out to perpetuate the problem.

In summation, basic skills educational programs and beefed up vocational and technical educational programs, kept at the cutting edge of technology, are twin beacons of hope for our poor.



The Role Of Trustees In The Pursuit Of Excellence

Leo Garrity, Immediate Past Board Chair
Lakeland Community College
Mentor, Ohio

There is perhaps no subject more widely discussed these days than excellence in education. We hear about "Islands of Excellence," "Programs of Excellence," "Centers of Excellence," and, from every quarter, the need to shore up our schools to ensure that we have some of this excellence. A natural question for us as trustees is this: What is our role in this pursuit of excellence?

I believe trustees have several important roles to play in this endeavor. The most important thing that trustees can do is translate the concept of excellence into specific operational strategies. Otherwise, talk about excellence will be ambiguous and functionally meaningless. If strategy options have not been proposed to trustees, the board can charge the college community through the president to identify such options. In any case, the notion of excellence becomes concrete and meaningful through these specific strategies and the goals of the college will easily follow to ensure implementation. Also, the community will become apprised of what we intend to do to make our schools both distinctive and superior.

Once a strategy is adopted, a formal public statement that the institution is committed to excellence is an important second step. After all, while we may think that everyone knows we want superior colleges, our publics may have quite another perception. It is important, therefore, that boards officially state that they are committed to achieving and sustaining outstanding performance. What I suggest is that our commonly made commitments to excellence take specific shape much like President Kennedy gave

shape to our national aspiration to technological superiority through the program to put a man on the moon in a decade.

It should be recognized that excellence is not easily attained. In fact, at least three things need to be done foundationally for the board to be assured that the college really will achieve eminence.

The selection and support of a leader, the president, is most important. Recently, a Commission headed by Clark Kerr, former President of the University of California, studied the presidencies of over 400 colleges. It concluded that American colleges are suffering from "a pervasive lack of strong presidential leadership." The Commission cited two key reasons for poor leadership: 1) presidents today are often not sufficiently engaged in planning; and 2) presidents are frequently unwilling to risk because they are inadequately supported. Finding and supporting a strong leader are necessary elements in the pursuit of excellence, because this pursuit requires bold decision-making based on careful planning. The starting place is effective leadership.

It is not only important to have a leader who is visionary and who can be trusted to choose excellence over personal safety, the board must evaluate all of the major operations of the college against standards of excellence, not just standards of acceptability. At Lakeland, the board is presented with monthly formal reports which consist of the major operations of the college. These are reviewed in advance of the regular meeting and then discussed at the public

meeting. Each year all of the major units and divisions of the college are scrutinized by the board in this matter. The board praises programs of excellence and it challenges the administration to correct problems in those with deficiencies. In every case, the question in the minds of trustees is this: Is this a truly superior program given our resources? We must raise our sights in our program evaluations to require outstanding performance as the norm.

I suppose the most difficult aspect of the commitment to excellence for trustees is that it requires balancing that commitment against the demands of interest groups and campus constituencies. Sometimes excellence means new facilities, updated equipment, additional faculty, greater resources for the library, the learning center, etc. When those needs are put in competition with compensation increases for employees or lower fees for students, frequently those needs are pushed aside or momentarily overlooked for the sake of satisfying the demands of the special interest groups.

The board of trustees must have the courage of its convictions to hold the line when necessary and ensure that the requirements of these special interest groups are balanced against the needs of the institution to attain superior performance levels.

It is urgent, in these days, that the board makes sure that the resources of the institution are optimally used. In that way, financial resources, in particular, can be maximized and, hopefully, the requirements for excellence will be met at the same time the financial interests of employees are addressed. At Lakeland, this balance is achieved by an extensive commitment to planning on the part of the board of trustees and the administration. The majority of the board's time and a major portion of the administration's time are spent in planning. We believe at Lakeland that careful planning will maximize the impact of the financial, human, and

physical resources the community has provided to us. One important element in our planning is our forecasting of enrollment.

For us, if we forecast enrollment with reasonable accuracy, we will not likely overstaff, build too large a schedule, or purchase equipment that will not be used.

The President has the responsibility to oversee this process. He is supported in it by the Director of Research who does the demographic study, by the Director of Marketing who is engaged in formal study of the needs, desires, and interests of the community, and by the Deans of Instruction and Student Services who know what we have the ability to offer.

We begin with the basics developed in many colleges: demographic enrollment projections. These are looked at not only at a specific time, but in terms of time lines, trends. The composition of the current student body is our starting place. It is a guide to projecting the likely composition of the student body during the next academic year.

That projection is qualified, however, by different population analyses that relate to fertility, mortality, shifts within the population of our area, the participation rates of the various precincts in our community, which indicate to us where we are strong and where we are weak, and, of course, by high school graduate trends. All this information is assembled not only to help us predict what our student body will be in size and character for the coming years, but also to help us determine what adjustments we should make to accommodate our changing student body and those others who have the potential of being included within it but have not been captured. Of course, economic and employment trends are reviewed as well. Special populations like part-time females or senior citizens who may impact the composition of our future student body are

also examined.

Most important, we focus on the numbers of students who will likely be with us in specific disciplines. This discipline by discipline analysis tells us where the impact areas will be.

Once all this is done and we determine what would happen to the institution if these external factors are left unchallenged, we then ask what we can do to shape the institution so that those external factors can be turned fully to our advantage. Specifically, the advantage of meeting certain enrollment targets for maximum college effectiveness is what we have in mind. For example, in a particular precinct, there may have been a very low participation rate in the past. There may have been a low number of eligible citizens of that precinct, in other words, who have attended our college. Our response will likely be to find out why and perhaps then to specially market the college or certain programs to the people of that precinct. Usually the result is an increase in the number of students from that precinct. We also have the satisfaction of knowing that we are fully meeting their educational needs.

This process requires us to examine competition for services as well. What changes are taking place within the public and private universities of our area? How will those changes impact on our community college? What developments are taking place in proprietary schools and in private sector training? Answers to those questions must be reflected in our planning. They not only represent threats to our development, they also present to us very important opportunities. For example, we might find out that certain companies in our area are heavily engaged in training which we could very well do for them. The administration's orders are thus clear: work to reach training agreements which help these companies and which strengthen our college.

What we try to do is recognize those things which can be controlled by our institution, take advantage of the opportunities that we have, and not allow ourselves to fall prey to the sharp declines that are occurring across the United States. It doesn't mean that in any particular year or term there may not be a decline. We had a decline this past fall of five percent. What it does mean is that declines will be expected, planned for well in advance and, therefore, that the resources of the institution will have been deployed in such a way that there will not be unnecessary waste. Also, it usually means that the decline will be modest. The drop in enrollment of community colleges in our region this fall ranged between seven and 14 percent.

The results of this extraordinary commitment to planning have been dramatic and positive. As a result of the enormous enrollment increases which we have had since 1981, we will achieve by Fall 1985 a whopping 96 percent increase in state support. At the same time, though our tuition has gone up 23 percent, income from tuition has risen 89 percent. Our state has looked at this growth and rewarded us with two new five million dollar buildings, four parking lots, new roads, a million and a half dollar front entrance and strong commitments to development in the future.

In summary, at Lakeland we believe that trustees play a major role in the drive toward excellence by ensuring that the resources that we are provided are efficiently and effectively used, by increasing those resources to the maximum possible through careful planning, and by communicating to our public that we are willing to make tough decisions when necessary to guarantee that the institution will truly be a superior one and not one compromised by failure to take advantage of opportunities or by improper distribution of the community's resources.



Flexibility In Expanding And Maintaining Business/Industry Partnerships

Beryl McKinnerney, Dean
Occupational-Technical Education
San Jacinto College
Pasadena, Texas

The purpose of this article is to describe techniques which can be used by community colleges in efforts to expand and maintain partnerships with business and industry. Several examples of unique partnerships which have been beneficial to San Jacinto College will be discussed.

The San Jacinto College District is composed of three campuses in East Harris County, Texas. The regular Fall, 1984 enrollment for the district exceeded 17,000. The Central campus enrolled over 9,600 students for the Fall, 1984 registration. This number does not include the short term non-credit or credit courses offered after the regular Fall enrollment session for business and industry.

As an illustration of the efforts San Jacinto College, Central, has taken to form partnerships with private business/industry, a total of 1,148 employees of local businesses and industries have enrolled during the 1983-84 semester year in special courses designed specifically to meet their needs. These 1,148 students accounted for over \$223,000 in additional tuition revenue for the college and a total of 5,628 hours of training. Two additional international contracts with private industry have added an additional 183 students and a total revenue of \$778,000. This gives a grand total of over \$1,000,000 in revenue for special contracts with business and industry.

A total of 20 business, industry, governmental and public service companies were involved in a partnership arrangement with San Jacinto College, Central campus. Letters of agreement were developed for each of the

companies as each course or series of courses were developed. The companies involved in the partnership arrangements with San Jacinto College are listed below:

Business/Industry Contracts

Shell-Refinery and Chemical Plants

Arco

Upjohn

General Motors Corporation

Dover Elevator

Rohm & Haas

Champion International Corporation

Hercules Incorporated

Texas Department of Corrections

Himont U.S.A.

Pasadena General Hospital

E.I. DuPont

Houston Distributing Company

Houston Fuel Oil Terminal Company

B.F. Goodrich

Lubrizol

Zapata International

The types of courses taught for these businesses/industries are listed below:

Types Of Industrial Courses

Industrial

Blueprint Reading for Boiler Makers

GM Automatic Technician Special Skills

Automotive Inspection and Maintenance

Automotive Straightening Systems

Industrial Pre-Craft Training

Truck Driving Improvement

Process Plant Operations

Health

Industrial Emergency Care

Shock Treatment for Industry

Technical

Basic Engineering Drafting

Applied Introductory Electricity

Introduction to Computers

Electricity/Electronic Training

Technical Math

Linear Circuits

Electronic Test Equipment

Electronic Circuits

Digital Computer Fundamentals

Business

Customer Relations

Human Relations for Supervisors

Management Development for Supervisors

FAA Seminar-Management Internship

Digital Computer Fundamentals

Computer Familiarization

Computer Literacy

Introduction to Lotus 1-2-3

d Base II, Wordstar

As examples, I would like to briefly describe three of these arrangements. These examples are selected to highlight the flexibility requisite to being a partner with business/industry. Each of these examples will emphasize a form of partnership between San Jacinto College and the respective industry which utilized the techniques and methodologies designed through cooperation of the college and the industry to meet specific training requirements.

San Jacinto College has an agreement with the General Motors Corporation to meet specific needs of GM dealer technicians for the greater Houston area. These needs include:

A. Training new technicians through an industry/college designed Associate of Applied Science Degree program which includes cooperative work experience in participating dealerships.

B. Professional college instructors assigned to the Houston GM training center to conduct special workshops and seminars on new product development and technician skills.

The General Motors arrangement evolved from an "instructor-on-loan" concept to the inclusion of a credit, Associate of Applied Science degree program which parallels the regular Associate of Applied Science degree program.

A second example is an arrangement of San Jacinto College with Rohm & Haas. This partnership arrangement originated in an ad hoc committee meeting of Rohm & Haas representatives and San Jacinto College representatives. The first agreement involved an in-depth assessment of the training needs of Rohm & Haas. The needs assessment was conducted in the plant by San Jacinto College representatives working through an ad hoc advisory committee structure. Utilizing the results of the needs assessment, a comprehensive training plan was developed to include non-credit and credit courses offered both at the plant site and on the San Jacinto College campus. The courses were designed to accommodate the shift work requirements of the industry.

Since the implementation of this partnership arrangement with Rohm & Haas, San Jacinto has enjoyed increased participation through Rohm & Haas employees as advisory committee members, part-time instructors and as students in other college courses.

The third example of a unique arrangement with industry involved a cooperative effort among several industries and San Jacinto College to build on campus an instructional

laboratory for process plant operator training. Through a needs assessment conducted by college staff, specific training needs for process plant operators were identified. An ad hoc advisory committee was established which identified the unique need of a teaching facility which was fully operational and which would give trainees hands-on operator and instrumentation skills. The advisory group identified an ethylene glycol-water distillation process which would provide the needed training capabilities.

Through concerted efforts of several industries, donations of equipment, materials, and engineering man-hours coordinated with industrial financial support and college resources, the process laboratory was designed and constructed in an existing industrial laboratory. The estimated value of the process unit is \$750,000. The process unit is state of the art because it can be controlled through: manual controls on the unit, electronic instrumentation on a control panel board, automatic cascade control, and digital control through a computer. In addition, the unit can be simulated through a computerized control system.

The process laboratory is utilized for training by the local industries in both credit and non credit courses. The unit is also utilized by regular college students enrolled in instrumentation and process technology courses. The development of the process unit at San Jacinto College is the best example of expanding and maintaining business/industry partnerships.

What does business/industry expect from a partnership arrangement with your college? The philosophical base of the industry that "training is an investment in people and in the future of the industry" is imperative for the college to accept. Industry demands a reliable, qualified and well trained work force. Industry needs the combination of the professional teaching talent of the college, up-to-date professional development of the

instructors in the advances in technology, and flexibility of instructional offerings and settings to be merged in a partnership arrangement with the industry to meet their training needs.

The needs of the business/industries in your area include:

- A. Qualified training staff
- B. Instructional facilities
- C. Employees with state-of-the-art skills
- D. Retraining of employees for skills required through implementation of technological advances
- E. Entry level training of new employees
- F. Retraining of employees for new jobs due to deletions of outdated systems, equipment, etc.

Are you prepared to enter into a partnership arrangement with your local businesses-/industries to meet these and other needs? As a suggestion of types of partnership activities, the following list is submitted for your consideration.

Types Of Partnership Activities

- A. Mainstream employees in regular credit/-non-credit course
- B. Design special courses to provide updated skill training in existing and new technologies
- C. Conduct management training for foremen, supervisors, and middle management personnel
- D. Conduct courses in safety and industrial emergency care
- E. Provide a highly skilled instructor assigned to the business/industry to meet specific

training needs

F. Serve as a technical/human resource in solving industrial training problems

G. Serve as a catalyst and active participant in assessing training needs

H. Utilize advisory committees consisting of business/industry representatives

I. Assist in pre employment applicant screening processes

In considering the development of partnership arrangements with business/industry, it is imperative that the college develop and implement effective procedures which reflect a commitment to working with business and industry. The following suggested actions can serve as guidelines for developing business/industry partnerships.

The College Should:

— Establish and maintain good communication with the business/industry

— Demonstrate a readiness to respond to business/industry needs

— Conduct careful and thorough planning activities

— Establish and maintain business/industry advisory committees

— Promote and maintain instructional excellence

— Establish written agreements and contracts for each partnership

— Recognize and address the mutual needs of all parties involved

— Provide internal college support (board, administration, faculty, facilities)

— Evaluate each activity, course, program

with intent to improve

— Conduct appropriate follow-up activities and utilize the results

Two of the key guidelines to successful business/industry arrangements are: high quality courses and flexibility on behalf of the college. We all recognize the importance of maintaining standards. However, flexibility in meeting the needs of the business/industry is equally important. To be flexible, a college should consider:

Flexibility Includes:

A. Tailor-made courses for the business/industry

B. Courses taught in the business/industrial setting, the college facilities, or other locations

C. Courses taught on a schedule to meet the work day of the business/industry, either on-the-job or after completion of the work day (shift worker)

D. Courses designed by the industry to meet specific needs at a cost less than the industry would bear in establishing an in-house program

E. Assigning instructors to teach in business/industry as part of their regular load

F. Registration processes to meet the needs of the business/industry

In summary, business and industry is ready and willing to establish partnerships with educational institutions. The need for well trained employees has not diminished; rather, it has become more complex due to fluctuations in the economy, shifts in the industrial base of many areas, and changes due to high-tech advances. It is imperative that the community college incorporate a philosophy of flexibility into the high quality courses currently being offered.

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TRUSTEE QUARTERLY is published four times a year and is mailed to all individual ACCT member Trustees. Annual subscription rate is \$12.00 per year. Single copy price is \$3.50. Orders should be sent to: Trustee Quarterly, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, Va 22003, (703) 941-0770.

TRUSTEE QUARTERLY seeks contributions of articles of interest to members for publication. Send manuscripts to: Sally Hutchins, Editor, TRUSTEE QUARTERLY, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, VA 22003, (703) 941-0770.

SPECIAL SECTION

Organization of American States— The Community College Connection

When The Organization of American States (OAS) made a presentation at the 1985 ACCT National Legislative Seminar, looking at avenues in which United States community college specialists might work with developing institutions in Latin America, some listeners reacted with furrowed brows. "Why would such a forum be included in a community college seminar on legislation?" they asked.

By contrast, at the close of the session, more than a score of community college trustees and administrators quickly converged on the OAS panelists to offer help and ideas.

Obscure as it may seem to some, there is a real connection, in the broad context of national policy and legislation, between our community, technical and junior colleges and the economic and cultural development of the Western Hemisphere.

One of the immediate dividends of the "Washington encounter" has been an invitation from OAS to place ten faculty specialists from one Midwest community college in "Caribbean sabbaticals." Under this offer, the ten faculty members could spend a year's sabbatical teaching in a postsecondary technical institution in one of the Caribbean countries, and their travel costs and a modest per diem would be covered by OAS.

Actually, there were several reasons that ACCT invited the OAS to make its presentation on the state of postsecondary technical education in OAS countries—and the reasons are not unrelated to legislation.

The community college is often described to the world as a unique institution—"an American invention." And as such, could well be used by the United States as an instrument of international diplomacy, particularly in promoting economic and cultural advances in the Western Hemisphere. Members of the OAS staff have voiced deep concern to ACCT over the rather glaring absence of a technician class in the societies of Central and Latin America. These countries have rather impressive numbers of the affluent and highly educated and vast numbers of the unskilled—but only a narrow band of paraprofessionals and the highly skilled in between.

Were the American community college to assume a major role in raising the standard of living, the skill base and the economic security of our "third world" neighbors, the dividends in hemispheric unity, increased trade opportunities, and our own national security could be enormous. It would be difficult to imagine any other bulwark more important to our own defense than North and South America unified through shared prosperity. Thus, the connection of this initiative to national policy and legislation is potentially very real and large.

The collaborative program between OAS and ACCT for the 1985 National Legislative Seminar evolved over a four month planning period. After many ideas were aired and shared, a title was selected: "Possibilities for the Application of the U.S. Community College Experience to Latin American and the Caribbean: an Organization of American States' Viewpoint;" and a three part program

was designed:

1. Part one would include an overview presentation by OAS of current educational priorities and technician training initiatives occurring in member OAS countries, a discussion of areas where training needs acutely exist, and suggestions cited where collaboration between U.S. community colleges and OAS countries might begin.

2. Part two would be a presentation by Eduardo Peniche of Central Virginia Community College, who would describe the U.S. community college experience of serving specific education and training needs of local industry via a glance at Central Virginia's role in the Piedmont Export Expansion Project.

3. Part three would be an audience participation period, with these resource experts on hand from the OAS to field questions:

Enrique Martin del Campo, Executive Secretary, Executive Secretariat for Education, Science & Culture

Irving Tragen, Executive Advisor, Executive Secretariat for Economic and Social Affairs

Michael Alleyne, Deputy Director, Department of Educational Affairs

Pedro Tunna, Programing Chief, Department of Educational Affairs

Oswaldo Bedini, Deputy Director, Department of Social Affairs

Jairo Torres, Chief, Division of Technology, Department of Scientific Affairs

Anibal Cortina, Chief, Division of Fellowships, Loans and Training, Department of Fellowships and Training

Evenor Zuñiga, Chief, Division of Experimentation, Education for Work, and Special Projects, Department of Educational Affairs

Washington Monge, Special Assistant to the Director, Department of Fellowships and Training

Sarah Milner, Senior Specialist, Division of Labor and Manpower, Department of Social Affairs

The texts of the major presentations follow.



Overview of Educational Priorities and Training Initiatives in OAS Member Countries

Ruth Marie Connolly, Senior Specialist
Organization of American States
Washington, D.C.

First I would like to say that my colleagues and I at the OAS are really happy that the ACCT has given us the opportunity to make a presentation at your Seminar and we really hope that this will be the beginning of a collaborative relationship. My function is to present to you an overview of the educational situation in Latin America and the Caribbean, to give you some ideas on OAS programs of particular interest to you as community college trustees, and to offer to you some suggestions for collaboration. Before I go into the first point, I hope you will forgive me if I exhibit a little bit of organizational pride.

The OAS, the Organization of American States, is an international organization with a very old tradition. It started in 1891 with 18 member countries in the Western Hemisphere (we now have 32), and has been preserving peace and promoting Hemispheric cooperation ever since. The OAS has two axes. It is a political forum to resolve conflicts, and it is an instrument of technical cooperation and training. Two things distinguish us from other international organizations that were founded later. We are the only international organization which consecrates in its Charter the supremacy of democracy, and the only one grounded in a system of international law. We have also accomplished much more than any other international organization, particularly insofar as the prevention and mediation of conflict is concerned.

One of the things I would also say that's important for our future relationship is that Latin America has always had a tradition of

cooperation. At the OAS we sort of always pick the one point out of 100 that we agree on and work from there. But, although the OAS has been promoting cooperation among our member countries for almost 100 years, actual institutional cooperation, or actual cooperation in projects has been relatively recent. Our outreach to others and others' outreach to us is fairly new, particularly as concerns private associations like ACCT. Nevertheless we have developed a philosophy of cooperation in which everyone gives something. Maybe an institution gives a scholarship, and we give travel and in-kind costs of administration, but it is definitely an everyone contributes kind of philosophy.

The other thing I want to say in terms of organizational pride is how great our educational and technical training projects are. I can say this because I don't work directly with them as my colleagues do. Since we are underfinanced compared to the international banks, we have had to exercise a lot of invention and creativeness in our projects. Thus, we have developed many innovative foci and methods, not only in education but in all our programs. We have done things like: education for groups that don't speak the predominant language of a country, mobile education for the children of migrant workers, the use of non-teachers in providing primary education in remote areas. We've done a lot of things like that. Some of this experience, which we will be happy to share with you, may be valuable for you in your home states.

Latin American higher education is by nature theoretical, a product of the classical and

Renaissance traditions. This has changed some recently as modernization pressures and needs intrude. However, much of this legacy remains. As an example a friend told me of a university professor in engineering who was called on the carpet by the president who stormed at him for teaching his engineering students to work with their hands. Engineering students, he said, were to be managers and directors. The professor's defense of the need to be able to do before being able to direct went unheeded. He was fired.

You can see from this example that one important thing that must be done is to sell the concept of an education that is practical and yet has a theoretical basis, the concept of problem-solving thinking that will fulfill the need for skills required by the modernization process and for the provision of employment opportunities in an area where unemployment is pervasive.

This is not to say that Latin America and the Caribbean do not have traditions of technical and vocational education. They do. A number of countries have well-established polytechnical institutes—institutions that in concept approximate some of the ideas of a community college. The Monterrey Polytechnical Institute in Mexico is an example. Bolivia, Brazil, and Costa Rica have established technical training institutes. Colombia has started an effort in diversified secondary education looking toward teaching and learning applied knowledge.

Community colleges in the United States and these technological institutes in Latin America and the Caribbean produce the type of mid-level manpower most critical for developing countries, where lack of effective systems to train such manpower constitutes a major obstacle to economic growth. Implementing an organized system in Latin America and the Caribbean will be difficult. Nevertheless governments are giving the type of education being done in community

colleges high priority. The United States community colleges with their terminal programs and their graduates' marketable skills have important potential as a model for transferring the concept of practical education and for the prevention of social unrest, frustration and resource waste in other OAS countries. The provision of additional technical training in some type of community college system in Latin America and the Caribbean would also slow down the expanding pressure on university enrollment.

The cooperation of community colleges at this particular time is also propitious. Latin America and the Caribbean are at the close of their "development era," which began around 1960. In this period education exhibited a naive optimism about its role in promoting change, progress and modernization, and in modifying unjust social or economic structures. While significant, the period's achievements—improved literacy rates and school coverage, increased life expectancy at birth—could not offset education's relegation to a dependent role, and its essential loss of value as more certificates were required to perform the same tasks, and as additional education failed to provide a way out of poverty. Alternate positions are now being developed seeking new and innovative educational solutions and more initiative and equality for the education sector vis-a-vis other sectors. You have all heard about the high debt suffered by many countries in Latin America. This debt precipitated in Latin America and the Caribbean a series of economic and political phenomena which will have a strong impact on the future of education in the region. Education's competition with other sectors for limited funds means that external cooperation, and non-traditional means of attaining educational goals will become vital. The debt crisis also means that education will have to cope with not only its educational problems but with school absenteeism, poor performance, and nutritional deficiencies resulting from the

decline in living standards and additional poverty among school attendees caused by the crises.

What types of activities does the OAS carry out which are of interest to you in community colleges? In education we conduct projects in educational planning, curriculum development, vocational and technical education, educational technology and educational research. At the macro level our specialists both research educational problems and recommend and suggest educational policies for the Hemisphere as a whole. Many of the topics addressed are also relevant to the United States and could perhaps be of interest to community colleges here.

I would like to give you two examples of specific projects. In 1978 the OAS began a program in Barbados to remedy the problem of youth hardcore unemployment by giving training in skills like carpentry, plumbing, steel bending, etc. Training itself was carried out in a series of community centers throughout the country, and included auxiliary skills like bookkeeping for potential entrepreneurs. The project's success led to AID cooperation in its financing and its extension into other Caribbean islands.

About two and a half years ago we also began a specialized multinational program to bring education and employment opportunities to the small artisanal fishing sector in Chile, Peru, the Dominican Republic, Panama, and Venezuela. Four types of activities have been carried out: training in fishing and related skills, training in horticulture as a supplementary food source, consumer education with respect to fish consumption (for example it was found in Southern Chile that the fishermen didn't even eat what they caught), and crafts. As a result of the project in Chile, monthly incomes went from US\$20.00 to US\$220.00, and shoes, wallets, pocketbooks and other craft items are being produced from fish scales. Other countries also manifested progress.

We also conduct activities in conventional training which aim at transferring educational skills on two levels. First is professional development. Second is the development and actualization of skills through programs of skills updating among countries in Latin America and the Caribbean, and between these two areas and the United States and Europe. Generally speaking, the OAS has training courses and programs in all fields except medicine and public health. While many of our training activities concentrate on the provision of postgraduate education, we recently inaugurated a program to finance the last years of university study and are contemplating a program of regional cultural training exclusively oriented toward the Caribbean. The idea is to identify needs and develop specific training programs on a level close to that carried out by the community colleges. The program, which is being called the Special Caribbean Area Fellowships Program, would offer excellent opportunities for input from the community colleges.

Now as for the recommendations for potential collaboration, some of these we have elaborated together with the ACCT staff. Others we have developed ourselves.

1. The first recommendation is an approach to Congress by ACCT members to promote the funding of full tuition, room, and board scholarships for Latin American and Caribbean citizens to United States community colleges. The OAS could provide administrative and perhaps some travel support for such a program. We have offices in 32 Western Hemisphere countries and extensive contacts with educational institutions that would allow us to select personnel who could make a difference in transferring United States community college experience upon their return.

2. Alternately, each community college could consider providing one full scholarship on a country partnership basis. The OAS has the possibility of linking particular community

colleges or those of a particular state with institutions in Latin America and the Caribbean with similar interests and needs.

3. A third possibility, which we have also discussed with ACCT staff is the possibility of procuring United States financing to develop a model community college in one OAS member state, adapted to local conditions.

4. A fourth possibility is a professorships' program which would send community college professors to participate in the programs of Latin American and Caribbean institutions or in OAS projects.

5. The fifth recommendation concerns OAS community college participation in OAS projects on a more organized institutional basis, via the generation of "matching funds" and the expansion of OAS projects through this participation.

Before closing I would like to mention the benefits to community colleges of a collaboration with the OAS. Apart from the opportunity to assist in the development of Latin America and the Caribbean, the most important benefit will be the breadth of experience and new foci for their teaching

and community experiences such cooperation can offer. Recently, I was at a reception and a professor acquaintance from the University of Indiana told me that he had just come back from Lima, Peru where he had participated in some type of program in his field of social work and welfare policy. He was visibly moved when he said that the experience had changed his whole perception of what he knew or thought he knew about social policy and administration after 20 years' experience. He had learned, in addition to technical data, of a human quality and sensitivity in the approach to problems that was lacking in the United States' approach to the same problems.

Another benefit cooperation with the OAS can offer is the opportunity to internationalize community college programs without creating an administrative bureaucracy that would be expensive for them. The opportunities for United States community college students to become aware of other peoples and their problems and orientations is another plus. With one out of every eight United States jobs now depending on exports to other countries, this is a very important benefit for the future of community college education and employment in the United States.



The Piedmont Expansion Program: Community Colleges in International Trade

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The concept of the Piedmont Export Expansion Program (PEEP) was first discussed by two officers of the Piedmont Foreign Trade Council of Lynchburg, Virginia, Gerald M. Wilson, President, and this writer, a member of the Council Board of Directors. In 1981, Wilson and others had an opportunity to informally discuss the concept of the Commonwealth of Virginia establishing an International Trade Institute with Lieutenant Governor Charles Robb (now Governor).

As a result of various discussions on the subject, a decision was made to promote a regional effort for the Central Virginia area. Subsequently, I drafted and circulated among the PFTC members a project proposal entitled "An Export Expansion Program for Central Virginia." This proposal was an outcome of previous work on which Wilson and I had collaborated.

On the basis of input from the membership, the concept was then discussed with Ralph W. Brown, Jr., then Coordinator of Research and Planning at Central Virginia Community College (CVCC), where I serve as an Assistant Professor of Foreign Languages and Facilitator of the Cultural Resource Center.

During the Fall of 1982, a potential source of funding was identified. The Virginia State Council of Higher Education (SCHEV) had established a "Funds for Excellence Program" for institutions of higher education. It was determined that one of the three criteria listed by the State Council of Higher Education was directly related to the major purpose of the proposed program. This criterion was

"...to benefit industry or to promote economic development...." Consequently, a proposal was submitted entitled "A Model for Utilizing Higher Education Institutions to Promote an Export Expansion Program for Central Virginia." This proposal was funded with "seed money" for the 1983-84 academic year.

Purpose

Originally, it was planned that this project would accomplish the following activities:

- Increase the number of additional businesses entering or expanding their international trade activities and utilization of CVCC's Cross-Cultural and Foreign Language Resource Center.
- Increase the number of academicians and businessmen acquiring new knowledge in international trade procedures.
- Increase the cooperation between higher education and business.
- Be supportive of the Governor's initiative to expand the Commonwealth's overseas trade.
- Promote the utilization of Virginia's ports.
- Share information with the Commonwealth's Trade Offices overseas.
- Publish and distribute a written report (PEEP MONOGRAPH) regionally, state-wide, and nationally.

The project was developed to serve the Central Virginia region comprised of the Cities of Lynchburg, Altavista, and Bedford, and the Counties of Amherst, Appomattox, Bedford, and Campbell. The combined population of this region is approximately

180,000. Although situated several hundred miles inland from any seaport, the area is highly involved in trade in the various world regions.

Planning the Project

Once notification was received on October 25, 1982 that SCHEV planned to fund the proposal, a group of interested academicians and businessmen were informally gathered together to decide upon the style and format of the program. The first formal meeting was held on February 2, 1983 at the Lukens Corporation office facility and was chaired by Gerald M. Wilson, President of the PFTC. Subsequent meetings were held at CVCC and Lynchburg College. Among the participants in these planning sessions, were: L. Keith Elrod, Eduardo A. Peniche, Hendrik Schmidt, Kamal Abouzeid, and Ralph W. Brown, Jr.

As a result of these planning sessions, a viable program was developed for implementation starting on September 27, 1983. The project became identified as the Piedmont Export Expansion Program (PEEP).

During the evolution of the "Staff" it soon became apparent that each member had a special attribute to contribute to the program. Keith Elrod had extensive business experience in his position in International Marketing for General Electric, while Henk Schmidt contributed his vast knowledge of international financing from his position as Vice President with Central Fidelity Bank. Professor Kamal Abouzeid, Dean of the School of Business at Lynchburg College, contributed his extraordinary understanding of the complex conceptual aspects of international business. This writer was chosen as the Project Coordinator. Ralph Brown, Jr. contributed his services as a planner to the project during the crucial initial stage. As the Staff evolved in this interactive process, it was clear that Elrod, Schmidt, and Abouzeid complemented each other in their collective

experiences and abilities, while Brown and myself served as a supportive team to the others. Brown's major responsibilities included serving as an advisor and back-up to the coordinator and as the author of the PEEP MONOGRAPH.

The program features were established as follows:

- How to find Export Opportunities
- Developing Sound Export Marketing Plans
- Coping with Cultural Differences
- Financial Services for Exporters
- Management Problems in Export Trade
- Services Available from the Piedmont Foreign Trade Council

A major concept that was identified as the thrust of this project was that of integrating the six aspects into a program that would provide a complete understanding of export trade. Included in this approach was the primary idea that, in order to meld academic and business experiences, it was necessary to insure that "nuts and bolts" topics would be emphasized over theoretical or cultural aspects.

Having decided that an integrated approach was the way to go, the question as to the number of participants to be served arose. It was felt that the type of subjects to be dealt with would best be presented by using seminars for instructional purposes. Since the average size of the groups was 12 participants, the seminar has proved to be the appropriate method.

From the various staff meetings, the academic year schedule was drafted. The schedule evolved from a series of 30 to 35 topics that the Staff identified during their brainstorming sessions. It was decided that the schedule calendar should follow CVCC's quarter schedule. Consequently, a schedule was developed that included Fall, Winter, and Spring Quarters.

Because of work schedules and individual ability, Keith Elrod was selected to head up the project as the Dean of the program. The overall administrative responsibility for the project was assigned to the Coordinator. Except for the Research Associate, the primary instructors were the staff members. In addition, a faculty member from Randolph Macon Woman's College and businessmen from the PFTC served as guest lecturers for special topics.

As has been previously noted, the number of participants was determined by both the method of instruction as well as the number of businesses that realized the significance of the program. The question was raised during planning as to who from the various businesses would be invited to attend. Should it be the chief executive officers of the companies or the managers and shipping clerks? It was decided to let the selection of the various representatives be determined by the companies themselves. In addition, it was decided to invite college students from the local colleges to attend on a free basis if recommended by their Dean and/or college advisor. Unfortunately, perhaps because college credits were not awarded for the program, no college students participated other than to attend special sessions or seminars with the Diplomats.

In the process of determining which businesses would be encouraged to participate, the objective to increase the number of businesses involved in foreign trade was kept in mind. An additional concern with the selection of the participants was that of trying to determine which ones might be expected to participate throughout the entire 30-week program.

Since the concept of an integrated approach had been agreed upon, it was decided to physically locate the various functions of the project at several different locations. As the applicant agency, CVCC was designated as the location for the administrative organiza-

tion. During the beginning stages of the planning, an office facility of the Lukens Corporation was used. This office facility was maintained throughout the entire project serving as the "downtown" location as necessary. Lynchburg College, a private four-year liberal arts college, was selected as the setting for the classroom activities for the project. In addition, classes in Spanish in support of the project were taught at CVCC. Portuguese, through the Self-Paced (Self-Instruction) method, was also made available to the participants.

Implementation of the Project

After final approval of the draft copies of the Fall, Winter, and Spring schedules, a mail-out brochure was developed, printed, and distributed by the Projects Coordinator. From the brochure it can be seen the thrust of the program was in the areas of international marketing and financing. Also included were sessions on the geographical and historical aspects as well as cultural differences and cultural change of the Latin American countries.

While the original intent was to have a maximum of 30 participants in the program, it soon became apparent that this number had been overly optimistic. As it developed, the average number of participants each quarter was 12. This total does not include the various visitors from the business community or from the colleges who attended selected presentations during each quarter. For trustees and chief executives considering replication of this type of project, it could be that the year-long length of the project was excessive and may have discouraged some prospective participants.

The project was given wide publicity in the local newspaper, and over 300 brochures were mailed out each quarter to the chief executive officers and/or personnel officers of the area's businesses and industries.

One example of the various activities covered during this program is the portion of the Winter session which was devoted to "practical considerations for exporters," such as: packing, forms, controls, forwarding, shipping, insurance, etc. This type of practical experience provided expert information to the participants and is an example of the type of emphasis that was given to the program throughout the academic year.

One of the highlights of the classroom presentations was the last seminar held on June 5, 1984. This seminar was entirely devoted to discussing a case study related to international marketing. At an earlier session, the class participants and Staff had received copies of a "Case Study—Case VI-4, W.H. Schwartz and Sons, Ltd." from the textbook *International Marketing*, Fifth Edition by P.R. Cateora with the prior permission of Richard D. Irwin, Inc., Publishers.

A very informative and interactive dialogue took place between the participants and the Staff. This dialogue provided an opportunity for the participants to apply aspects of theoretical and experiential concepts relating to international marketing to a realistic situation.

One of the major activities each quarter was the final session that involved having Diplomats from the Latin American countries in attendance. In addition to participating in the seminars, the Diplomats, economic or trade counselors at their embassies, also visited various local area firms and afforded area businessmen the opportunities for a "one-on-one" meeting to discuss matters of mutual interest. For example, Lukens Corporation was able to solve a longstanding problem that it had in Guatemala related to foreign exchange. HARCO managed to discuss matters related to bidding in Honduras. Simplimatic Engineering Company and Limitorque Corporation discussed marketing opportunities of their products in

Colombia and Venezuela, respectively. And Griffin Pipe was able to obtain information to locate a distributor in Peru.

Evaluation of the Project

Since it was anticipated that there would be some turnover in the class participants from quarter to quarter, it was decided that each group would be given the opportunity to evaluate the program at the end of each quarter. The students rated the program with an overall score of approximately 4.30 on a scale of 1 to 5 (86%). Also, many extremely positive comments were written about the program. Participants were awarded CEU's each quarter and an Award of Completion. Those who completed the entire 30-week program were awarded a special Certificate of Completion.

A number of local businesses indicated that based on their new understanding of export trade, they intended to "test the waters" and explore the possibility of becoming involved in this endeavor. Other individuals indicated that they intended to increase their export activity as a result of their involvement in the program.

The cooperative arrangement between academicians and businessmen, while certainly not unique, was very successful. A substantial part of the instruction was provided by individuals from the business sector who had the "hands-on" experience and could relate their experiential knowledge to the participants. On the other hand, the academicians provided the appropriate logistical support and classroom setting as well as conducting seminars covering the theoretical aspects of export trade and seminars on the cultural aspects of the Latin American countries.

This cooperative effort was enhanced by the characteristics of the various staff members since they all possessed a high level of pragmatic understanding of foreign trade

and business. Academically speaking, it was gratifying to have business leaders and faculty members from Lynchburg College, Randolph-Macon Woman's College, and Central Virginia Community College giving team lectures in an atmosphere of professional cooperation amidst an informal college consortium.

In addition to these accomplishments, the publishing and distributing of the final report is considered to be the major focus of the entire project. Distribution of the report is expected to provide individuals and organizations interested in export trade in their region with a guide as to how it was done in the Central Virginia region. Obviously, the report will leave some questions unanswered, but it will provide a starting point for many individuals and organizations. Written materials will be shared by Central Virginia Community College with interested persons, and advice will be available from the Project Coordinator and other Staff members.

Summary of the Project

This project, as intended, has served as a catalyst to motivate individuals and firms to become involved in export trade or to expand their current export operations. This has been accomplished as previously noted. In addition, various spin-offs from this project have been realized. For example, Lukens Corporation, was able to solve the company's problems with the release of divisas in Guatemala and was able to initiate negotiations for a joint venture in that country for 1985.

As the project progressed throughout the year and publicity regarding the three-day visits each quarter by the Diplomats increased, it became evident that a very powerful drawing card had been developed. As part of their visits to the City of Lynchburg, the Diplomats were greeted by city officials and presented with engraved Jefferson cups.

During their stay, they visited a number of businesses and industries as guests of their chief executive officers. A banquet and reception was also given each quarter for the Diplomats under the auspices of the PFTC. Seminars were held at Randolph-Macon Woman's College and Central Virginia Community College as additional activities to the original plans for the Diplomats. These added features included a Latin American Studies Seminar and luncheon at Randolph-Macon Woman's College hosted by the college's President, Robert A. Spivey, and a Chief Executive Officer's Breakfast/Seminar hosted by Central Virginia Community College's President, Johnnie E. Merritt.

Results

Perhaps the most important result of the PEEP project was the relationship established between international businessmen, academic institutions and the service industry. It appears that a program like PEEP could be "franchisable" by community colleges and other educational institutions with some financial assistance from government agencies and business.

It is feasible to envision institutions with programs at the graduate level in international business working cooperatively with local community colleges that would be involved in certifying secretaries, shipping managers and others in the area of international trade. Seed money from government and industry would be a cheap price to pay for better qualified international trade personnel.

In summary, as a result of this successful joint venture between academia and business, community colleges as well as other educational institutions should be viewed as potential resource facilities available to assist in the understanding and promotion of international trade thereby improving the economic well-being of the United States.

Recommendations

- In order to make this type of program more attractive to participants, both CEU's and college credit should be awarded. The length of the entire program should be shortened from 30 sessions to 18 and the entire program completed in the equivalent of one semester's work. The foreign language component, however, must remain from one to two years of academic work.
- The use of Diplomats as guest presenters from their Embassies located in Washington, D.C. is very effective and meaningful to this type of program and should be a major focus.
- Use actual case studies from the local area if available, and provide the participants with an ample supply of written hand-outs representative of the type of forms and material actually used in export trade.
- Develop a rapport with the U.S. Department of Commerce, State Department of Commerce, Governor's Office, Regional Planning Districts, Chambers of Commerce and others.
- Identify a source of funding that will provide approximately \$20,000 for a one-year project.
- The "nuts and bolts" approach is essential. Therefore, community colleges must develop outreach programs within their service regions to promote international trade by offering academic support through cross-cultural education and the development of foreign language skills.



How to Deal With Your Legislators

Robert W. Harrell, Jr., Member
Virginia State Board for Community Colleges
Richmond, Virginia

In addressing the mechanism of working with your legislator, the first reality is that you are dealing with your *lifeline*, your source of revenue, your source for expanded or new facilities, your power generator for program approvals.

Each state varies in its structure and in Virginia, from which I draw my experience, we have a multi-layered, complicated structure.

We are financed by the appropriations from the General Assembly which must pass an Appropriations Sub-Committee, the Appropriations Committee, the Floor of the House, the Senate Finance Committee, the Floor of the Senate, a Conference Committee of both houses, and then must be signed by the Governor.

Prior to this process a budget is prepared by the Governor's staff which includes the Chief of Finance, the Chief of Staff and the Governor on recommendations from the State Council of Higher Education and the Secretary of Education.

You can see that there are a number of people to be informed and convinced in any undertaking and then sometimes after convincing all these people, something can happen.

An incident in the last hours of our recently ended General Assembly is a fine example of the fact that "Dealing with the Legislature" is a mystery which may never be solved. It demonstrates that there are never any absolutes and that the best preparation anyone

can make is to be ever prepared for the unexpected—but that doesn't mean you have the slightest control over what may or may not happen.

Briefly, let me tell you about the course of Senate Bill 652. The bill would have permitted a college or university to establish its own plan for early retirement of faculty if the college chose to establish such a plan.

Sponsors of the bill were the three most powerful Senators in the Assembly. The college faculties liked the bill, in fact, its most ardent supporters were members of the American Association of University Professors. College administrators liked the bill because it provided a vehicle for cutting down faculty numbers, easily, when enrollments went down. Legislators seemed to like the bill and the Governor made it clear that he wanted the bill passed.

We had all done our homework. We had contacted legislators, written letters, and felt secure there was no opposition to this bill that seemed a bonus for all concerned.

The bill sailed through the Senate Committee it was relegated to. Then it passed the Senate without a dissenting vote, so it went on to the opposite body, the House of Delegates. Unfortunately, this was in the waning hours of the General Assembly. By this time, things had piled up, the rural legislators were mad at the urban legislators over the highway formula that had passed. Another group of legislators was angry over a personnel bill aimed at the State Corrections Department that had passed.

"Get even" was in the air and, unfortunately, at this point in the session, most of the bills were through both houses and there wasn't much to get even with—but Senate Bill 652.

Its struggle out of committee was scrappy as the legislators vented their various wraths on 652. But it did make it to the House Floor. There the bill was hotly debated and soundly defeated—not really because it had opponents but because of timing, it was late in the session and it just happened to provide the legislators something to slaughter when they were in a slaughtering mood.

And I am supposed to tell you how to deal with legislators?

Obviously, we can't be on top of every situation and you can't win when you get caught in the middle of a battle such as this.

A good piece of legislation went down the drain absolutely as a victim of extraneous circumstances. The bill resulted from a long study conducted by the Council of College Presidents. It will come back another year and, eventually, it may pass. But in the meantime, our faculty members won't have this benefit and our Presidents will be deprived of this tool to whittle their excessive faculty numbers when enrollment drops.

But, we did have some successes in the Virginia General Assembly this year and that is what I want to tell you about.

We have come through some tempestuous times in the Virginia Community College System's dealings with the Virginia General Assembly.

Sometimes we feel like the guy going down the street wearing just a barrel when he was asked if he were a poker player. He replied, "No, but I just left some guys who are."

While our Virginia structure is different from that of many others, I give you this back-

ground in order to set the stage for our approach to working with the Legislature.

I begin with what I call the 5 D's of effectively dealing with Legislatures:

1. Develop a plan
2. Document the plan
3. Display the plan
4. Delegate the liaison work
5. Don't tell them how to do it

Develop A Plan

The first consideration in developing the plan is to include in the process those whom it will affect and those who must sell it. In Virginia, we get input from the College Presidents, the State Board staff, the State Board, and key legislators. Then the State Board and the staff create the plan and a supportive document.

There are many facets in developing a comprehensive plan and there are some important steps to follow. They are:

1. List all of your needs and desires.
2. Prioritize these in order of importance to the college (System).
3. Determine their feasibility.
4. Determine the probability of getting them accepted and approved. To determine this you must consider: *The Economic Climate* (Is there a state surplus or debt? Increasing or declining economy?), *The Political Climate* (Stability? Is it election time? Who's running for office?), *The Public Acceptance of Your Project and Public Demand for the Proposed Program or Facility*.
5. Revise and narrow your plan to the items that you feel have a chance for passage, giving all the above considerations.
6. *Do Not Use a Shopping List.* It has no

meaning and you should have confidence in what you need and not ask the legislators to determine it for you.

7. Have support on the Board for the plan developed so that it may be pushed with a unified voice. *Be united. Sell it hard!*

Remember when you are pushing a log, if one end pushes harder than the other, it will not run straight and might head in any direction. Also, when you're pushing uphill, and getting legislation passed is usually an uphill battle, you need for all to push with equal energy. Otherwise, it will roll back and smash you.

Document the Plan

I have been told by a legislator's aide that accuracy in information is an absolute necessity. Nothing can ruin credibility faster than providing a legislator with inaccurate information.

The legislator and his aide in order to help you, are going to want to know:

1. The supporting facts.
2. The cost.
3. The feasibility.
4. Future cost associated with the project.
 - a. In the case of a building, the maintenance cost.
 - b. In the case of a program, the expansion cost.
5. Who wants this project?
6. Who is supporting it? And who is opposing it? Be factual and don't assume someone is in favor unless you have their endorsement.

This information will be helpful to them in analyzing and making their decisions. You should have this information available from

the material used in developing the plan and it should be provided in a manner that will give them the fuel to help sell it.

Documenting evidence should include: Graphs, Charts, Comparisons—National averages, Regional averages, Adjoining states.

The importance of comparing is that no legislator wants his/her institution to be inferior to surrounding locations.

Display the Plan

Put the plan in proper form and be sure that those items you want approved are inserted with your most important item and the most likely to get approved last.

The legislators have a lot of reading and may not read it all.

Get copies to:

1. All Board members (State and local).
2. State officials.
3. All legislators and their aides. Include with this a letter that makes legislators feel they are the most important person that ever lived.
4. The media. No one can create a need, proper image, and public support like the media.
5. All college management personnel (presidents, vice presidents, provosts, deans, department heads).

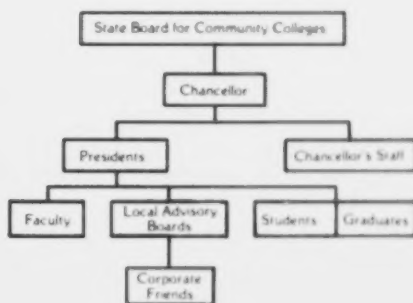
Sell it!

Delegate the Liaison Work

You have more tools at your disposal to help sell the plan than you probably ever considered. *But they must be coordinated.*

In Virginia the Chancellor and the State Board are the voices for the System. The Board Chairman serves as the spokesman for the Board with each committee chairman working in his area of concern and each must work in close coordination with the Chancellor.

The following is a graphic of the structure we use. I draw your attention to not only the number of people that we can generate to help us, but also to the potential power of this group.



Number of Supporters

State Board	15
Chancellor and Staff	15
Presidents	23
Faculty	2,500
Local Advisory Boards	230
Students	120,000
Graduates	200,000
Corporate Friends	hundreds

Developing the proper people to work with legislators should begin when you select people for the Board. It is extremely important to have people with clout and to have people of both parties who might be needed in any transition period that occurs in some states between Republican and Democratic Administrations.

Another important factor, for us, is that in Virginia we have at least one college in every

Delegate and Senator's jurisdiction and two in some of them.

We have found that the community college rates very high on their priority list and is a source of pride and votes.

Once the troops are massed and the organization set, you should, as one well known beer slogan states, "turn it loose". You will be amazed at the support you can muster by including all these people in support of *their legislative plan*. They helped to develop it and will feel a responsibility to sell it.

There are some key points that we should discuss in selling the plan.

1. Pinpoint which person/persons will work with each legislator. This person/persons should:
 - a. Be a voter in the district of that legislator if possible, or a fund raiser.
 - b. Have an ongoing relationship with that legislator.
 - c. Be informed.
 - d. Operate with proper demeanor.

It helps tremendously when the legislator wants to help you for past help he/she has received. *But the project must be worthwhile* and should enhance the legislator's status for helping get the project through.

Make sure no stones are left unturned—every vote is important. Remember, *every vote counts*.

2. Get to know the Legislators.
 - a. Familiarize yourself with their backgrounds.
 - b. Find out their favorite projects.
 - c. Pinpoint the legislative leaders. In order to control the hollow you do not have to talk to everyone in that hollow, just the one who controls it. Each Committee and Sub Committee has such a leader.
 - d. Know who serves on which committee.
 - e. Find out pet peeves.

f. Establish their degree of support for community colleges.

3. Develop a working relationship that is ongoing. Make them number one on your guest list for practically every affair. Invite them to: Board meetings, Faculty orientations, Graduations, As guest lecturers, social events.

They are politicians. They have egos, status, likes and dislikes, so treat them accordingly. I tend to support McGregor's approach when working with them. Help them to achieve their goals while you are achieving your goals. There are no losers in this concept; only winners.

It is a lot easier to keep a string in a straight line when you pull it instead of pushing it.

4. Don't tell them how to do it! The worst possible scenario is for someone to tell a legislator what to do and how to do it or to insist that they scrap one project and give your's priority. Let them determine that. J.F. Hockaday, Chancellor of the VCCS,

was asked to appear before the Senate Finance Committee to present our case for not having our funds cut as the Governor had proposed.

After his presentation, Hockaday was asked by the Chairman of the Senate Committee if he had any suggestions and his answer was, "Senator I didn't invite myself to your party." This left the Senators' status and ego intact. We already knew they were going to help us. The end result was that we came out very well and didn't tell them how to do it. A president for a four-year institution tried to argue with them and got nothing reinstated.

We might restate this as knowing when to call off the dogs and end the hunt. When you have achieved all that is possible, be satisfied, grateful, and thankful. Express this to your legislators and don't press too hard and ruin what you have established and hurt future chances. They need to have room to breathe. All of this sets the stage for the next time. Be as humble in victory as in defeat for there is always another year and another project.



Toward an Improved Trustee Understanding of the Challenges Facing the Community College President

Thomas Henry, Associate Dean
Murray State College
Tishomingo, Oklahoma

The Dilemma of the Chief Executive Officer

Community college presidents are confronted with a virtual barrage of survival issues in their role as chief executive officers in the 1980's. Issues with implied role responsibilities that span a wide array of concerns from building "external" audience relationships, to justifying their very existence. Presidents are not superhuman and they suffer role crises common to most professionals. There are periods when they are unsure about what priorities are most important and anxious about what the future holds, given the many decisions they must make. Yet, decisions must be made and priorities established. Accordingly, how presidents view and address their responsibilities and provide both management and leadership is of central concern to the men and women entrusted to assure that the job is being done: the trustees.

Robert Lathi has written that the most pressing presidential responsibility is that of managing change. Indeed, two-year college enrollments have burgeoned in the past two decades to the point where the 1,200 plus institutions in the United States are enrolling more than 50 percent of all students attending institutions of postsecondary education. Presidents have been operating in a growth environment. Funds have been available for expansion and the nation's campuses have been hotbeds of activity; some grappling with the funding and design of new campuses, and others with new curricula, staffing, and the matriculation of "new" clientele.

The expansion age for these institutions appears to be over, or at least on "hold," as funds are in short supply, the "traditional" age cohort student population is diminishing, inflation continues, and the federal government has all but exited the scene in terms of providing financial support. Presidents are increasingly called upon to manage change in a more hostile environment and oft-times, with a less than complete understanding by trustees, of their dilemma.

The writer sought to examine more closely the amount of time community college presidents devote to key administrative areas of responsibility, their judgments about the relative importance of these responsibilities, and the stress presidents feel in addressing their mandate to lead and manage the enterprise. Finally, recommendations are offered trustees in an effort to assist the chief executive officer in the discharge of his or her duties and responsibilities.

The Presidential Role

The role of the community college president has received scant attention in formal studies and in the literature in general. Simon delineated the primary functions of the president as fund-raising, balancing the budget, participating in setting institutional goals, working with faculty to create a teaching and learning environment, and development of high quality faculty. Marsee expanded upon these duties stating that presidential responsibilities included participating in community activity, recommending and implementing governing board policies, and, leading in the development of strong

external ties with the community. The Carnegie Commission on Higher Education described the president as holding the key administrative position to extend leadership in staff relations, student and alumni development, and in developing strong and productive relationships with governmental agencies and the general public.

While there is common agreement that presidents are to perform the four generic management functions of planning, organizing, leading and controlling, it is generally conceded that the president's most essential act is to make decisions that guide the community college in attainment of its role and mission. Interestingly, some observers suspect that presidents do not spend their time advantageously, and favor assuming some of the lesser important chief executive officer duties which allow them to enhance their role as "president." Since the position is one of visibility and presumed leadership, it is generally conceded that presidents have to decide what direct responsibilities to assume, and those they will delegate to others in the organization.

Issues faced by the community college vary as much as do the responsibilities assumed by their presidents. Logically, the notion of what presidents consider important in fulfilling their responsibilities and the priorities they will set become very important, perhaps crucial, to the ultimate health and well-being of the colleges they manage and lead. Presidents and governing boards must be capable of separating the important from the unimportant, and the useless drivel from the real issues. Because of the pivotal role trustees play in appointment and performance appraisal of chief executive officers, and the plethora of responsibilities which devolve upon the president, we sought here to set forth, from the perspective of the president, a clearer understanding of the duties of the president, their relative importance, and the stress associated with them. An attempt is made to then provide trustees with a synopsis

of events they might consider initiating toward an improved understanding of the burden their chief executive officers bear, and means are suggested to assist presidents in the discharge of their duties.

Responsibilities of Presidents: Time Consumption, Relative Importance, and Stress Potential

The data reported here were derived from the construction, validation and administration of a survey designed to query current presidents of community and junior colleges regarding: the time consumed in discharge of specific responsibilities associated with the presidency, the relative importance of these duties, and the stress potential for these responsibilities. The survey was mailed to twelve hundred plus presidents with a return rate of 43 percent. Four hundred eighty-five public college and fifty-nine private college presidents completed the survey with useable returns (n=544).

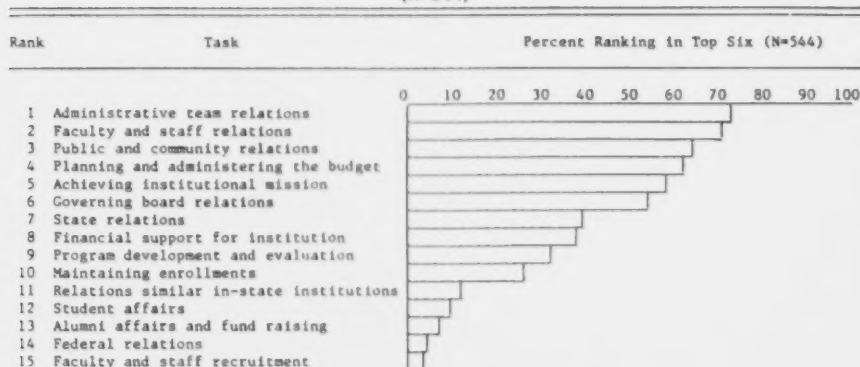
The presidents were asked to rank order the six most time consuming administrative responsibilities from among the validated fifteen areas of responsibilities appearing in the tables. They were also requested to rate the relative importance, and stress potential, of each of the top six responsibilities on a scale from one (low) to five (high). A frequency distribution was obtained and the fifteen responsibilities were rank-ordered based upon the number of responses to each responsibility according to time-consumption rank, relative importance, and stress potential of the administrative responsibilities.

Tables 1 and 2 depict the findings in this survey. Table 1 shows that presidents' single most time-consuming responsibility is in the area of administrative team relations. Second-ranked is faculty and staff relations. Closing out the top six in descending order are: public and community relations, planning and administering the budget, achieving

institutional mission, and governing board relations. Interestingly, of the remaining nine areas of responsibility less than 50 percent of the presidents selected the following responsibilities among their top six time-consumers: state relations, financial support for the institution, program development and evaluation, maintaining enrollments, relations with similar in-state institu-

tions, student affairs, alumni affairs and fund-raising, federal relations, and faculty and staff recruitment. These findings conflict somewhat with a 1984 study done by Minter and Associates which depicted presidents as being much more involved in external relations and fund-raising and governmental relations efforts: with reported massive amounts of time dedicated to them.

Table 1
Rankings of Time-Consuming Responsibilities by
Community College Presidents*
(n=544)

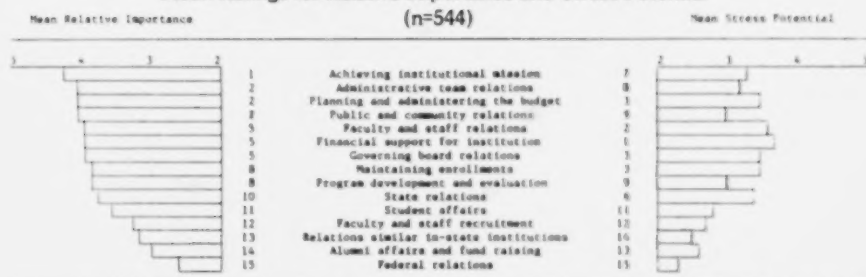


*Percent scale range from 0 percent to 100 percent time.

Table 2 shows that presidents placed high relative importance on their top six most important areas of administrative responsibility. High relative importance is indicated where any responsibility is rated 3.5 or higher on a scale where one is low and five high. Presidents feel their most important responsibility is achieving institutional mission. Their second most important responsibility resulted in a three-way tie as follows: administrative team relations, planning and

administering the budget, and public and community relations. Other high priority administrative responsibilities included: faculty and staff relations, financial support for the institution, governing board relations, maintaining enrollments, program development and evaluation, and state relations. The remaining responsibilities, while not unimportant, received ratings of less than 3.5 (see table 1).

Table 2
Time-Consuming Responsibilities of Community College Presidents:
Mean Ratings for Relative Importance and Stress Potential*
(n=544)



*Community college presidents were asked to rate their top six time-consuming responsibilities on a scale from 1 (low) to 5 (high). (N=544). Mean relative rankings were rounded to the nearest tenth for purposes of display and analysis.

Table 2 also shows that presidents' most stress producing (testing one's physical and emotional reserves) area of administrative responsibility centered on garnering financial support for their institutions. The second-ranked stressor for presidents was in the area of attending to faculty and staff relations. Governing board relations, maintaining enrollments, planning and administering the budget, state relations, achieving institutional mission and administrative team relations, in descending order of importance, all fell in a range above 3.00 on the rating scale, and thus, are definite stressors to the presidents (see table 2).

Conclusion

What messages are inherent in the findings in this study? Is the information presented potentially useful to trustees in their efforts to ensure that presidential leadership is sufficient and purposeful to the role and mission of the institutions under their aegis?

First and foremost these data offer useful departures for meaningful discussion with your chief executive officer. The validated areas of presidential responsibility proffer a backdrop for an improved understanding of the responsibilities, issues and concerns faced by your president.

Perhaps more important, there are a number of underlying implications for action by trustees, based on the findings in this study. Thus, the following recommendations are made:

1. consider using the 15 validated areas of presidential responsibility to examine in non-threatening terms, what your president believes to be his or her most time-consuming responsibilities, their relative importance, and the level of stress he/she associates with the responsibility.
2. examine with your president ways and means, specific, by which the trustees might assist the president in addressing these administrative responsibilities toward the goal of improved board and presidential functioning.
3. review with your president and fellow trustees, policies and procedures of the governing board which speak to each of the areas of responsibility outlined, and ascertain the extent to which board policies and procedures either enhance or inhibit the president in his/her effort to fulfill the responsibilities of the presidency.
4. consider recommending the establishment of standing institutional or governing

board committees, or perhaps joint membership committees which address on a planned, scheduled, and timely basis, the extent to which the institution is meeting the requirements of each of the 15 major areas of administrative responsibility. A president worth his or her salt, with self-confidence, and a record of high performance, will not be threatened by this approach to ensuring accountability and performance in the presidential office.

In conclusion, we began by noting that community college presidents are not superhuman. Nonetheless, they are individuals who should possess the skills and knowledge essential to moving the institution forward in clear and measurable terms. To accomplish this they need the support, understanding and encouragement of their trustees. Con-

versely, trustees need presidential leadership which is synergistic, and responsive to the challenges of the times. Working together trustees and their chief executive officers can understand mutual concerns, goals, obstacles, and forge new and dynamic inroads toward the fulfillment of the role and mission of the respective two-year colleges across the nation.

Community college presidents do bear a heavy burden, one characterized by time-consuming responsibilities and stressful circumstances which are a natural part of college administration. Optimistically, if the next twenty years of progress in the community college is any indication of the progress made in the preceding twenty years, the future for community colleges and their presidential leaders is bright indeed.

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The Education Budget: Facts and Philosophy

Senator Nancy Kassebaum of Kansas

Editor's note: This article is taken from a speech given at the ACCT National Legislative Seminar in Washington, D.C., February 24, 1985.

The President's 1986 budget, like those which have preceded it, offers a blueprint of his vision of the future. This vision covers much more than multi-year flow sheets and ledger entries. More instructive than the numbers themselves is the philosophy which underlies them. The challenge this budget presents is compelling. Although some wish otherwise, the reports of its being "dead on arrival" are greatly exaggerated.

Dean William Inge once commented, "The aim of education is the knowledge not of fact, but of values." With this in mind, I would like to discuss the 1986 budget and higher education in terms of values and priorities.

First, I will amend Dean Inge's comment by observing that facts offer the basis for understanding values. There are a couple of facts which set the stage for this year's budget debate. Number one is that the federal deficit is an enormous problem and will be a major preoccupation of the 99th Congress. The Congressional Budget Office's latest estimate shows a deficit of \$214 billion this fiscal year. Failure to curb the deficit would overshadow the substantial economic progress of the past four years.

Second, following the formula he credits with past successes, President Reagan has again called for spending restraint in domestic programs. In higher education, this means a

proposed \$2.5 billion reduction—the lion's share of which would come from student financial aid programs.

These proposals and the vehemence with which administration officials have defended them have frankly startled many. Jolted to attention, critics have made the predictable responses—particularly to the more colorful defenses of administration policy. The thrust of these responses is that, rather than placing higher education on the chopping block, we should perhaps be sending David Stockman back to the woodshed.

I have to say I'm not sure why anyone is particularly surprised by the President's budget. Taking on higher education and other middle-class programs is really the logical extension of the so-called "Reagan revolution." Its pattern was discernible in the first Reagan budget, which consciously sought to reduce the role of government through tax cuts and spending restraint.

Obviously, Congress will not accept the President's entire budget. There are many of us who feel, for example, that defense spending should not be exempt from the scrutiny provided other budget items. At the same time, there is something to be said about the shock value of this budget. There is nothing like the prospect of dramatic change to stimulate a hard look at our priorities.

Looking at the higher education budget, we are forced to ask ourselves the question, "How much responsibility should government assume in assuring that any individual

is assisted in obtaining a college education?" Federal aid to students is not a recent invention. One can point to the GI Bill, which made it possible for veterans returning from World War II to further their education. The Sputnik crisis gave rise to the National Defense Student Loan (NDSL) program.

The "War on Poverty" concern for those with low income spurred the creation of numerous programs to assist disadvantaged students. And, finally, a generalized belief that the federal government should invest in human capital led to the expansion of these programs to include higher-income groups.

Our rationales for federal student assistance, then, have become increasingly more ambitious. This has led us to the point where the \$600 million we spent in 1970 for student assistance has skyrocketed to \$8.6 billion 15 years later. Fully half of all college freshmen now receive some kind of help from the federal government upon entering school.

This is not to say that there isn't a role for the federal government. Indeed, there is. Even the proposed budget recognizes that role to the tune of \$6.3 billion in fiscal year 1986.

The question of the size and scope of that role is the hard one. No matter how compelling our justifications for student aid, the truth is it has been a long time since we seriously examined them.

It has perhaps been even longer since we truly examined the reverse side of the coin: namely, what is the responsibility of the student and his or her family in financing higher education? In past years, the American public has been steadily turning over to government responsibilities and choices once regarded as an individual's own.

In higher education, we have almost gotten to the point where we believe this is something government owes students. We pay

our taxes and expect increasingly more generous returns from them in the way of government services. The President, of course, has attempted to reduce both taxes and services. It is an interesting study in human nature to observe the great popularity of the tax side of this equation and the substantially colder reception given the spending side.

Moreover, educational institutions have also grown increasingly dependent on federal generosity. Since 1980, both public and private postsecondary institutions have increased their tuition costs at a rate in excess of inflation. In some years, the rate of increase has been double that of inflation. The expectation that progressively more generous federal support will permit students to pay these bills has discouraged institutions from taking a hard look at their own operations.

I do not want to single out educational institutions in this regard. This is, in fact, the same criticism I have frequently leveled at the Department of Defense. A seemingly endless flow of dollars offers no real incentive to find efficiencies. This does not necessarily mean that increased tuitions have been used in ways which cannot be justified in some way. In fact, they have probably gone toward things that are nice to have. So, they're nice—but are they really necessary? More to the point, could they withstand the scrutiny of a budget-conscious eye in a period of tight resources?

The question of priority-setting also comes into play in considering how budget proposals affect various types of educational institutions. Congress has always walked a careful line in this area. The balance established would be tipped by the Reagan budget through elimination of "cost of attendance" factors. Enactment of this proposal would in all likelihood improve the enrollment outlook for low-cost institutions such as community colleges at the expense of higher-cost private

colleges.

There is clearly a place for both types of educational programs. We will really have to think about the role of government in influencing student choices. Should we, as the administration argues, focus our aid programs on individual student need. Or, is there a continuing need to assist even better off students in attending more expensive universities of their choice? Is it up to government to maintain this balance or should higher-cost institutions expand their reliance on non-governmental sources of support?

These concerns pose the type of winner and loser questions which have bogged down past budget debates. It is exactly the kind of thing my proposal to freeze all federal spending seeks to avoid. The freeze is a logical and beneficial first step toward gaining control over federal deficits. Once we have locked spending growth in place, I believe Congress can begin to move quickly to reorder our priorities in less of a crisis atmosphere.

On the whole, I am in agreement with the direction the President is heading. We have come to expect more from government than we are willing to pay for in taxes. Moreover, we have developed an unhealthy reliance on government—doing harm to the national spirit of self-reliance which has served us well in the past. I do not think we have given enough thought to the extent to which we have traded personal choice for federal nurturing. The President's budget forces us to consider this trend.

At the same time, I have to voice concern about the President's plan for radical surgery on the government's role in our lives. The pace of this revolution may dictate its ultimate success or failure. If we fail to allow for a thoughtful, well-planned transition, the train may never get out of the station.

In terms of higher education, we have to recognize that government has been party to increased expectations. Individuals have made the prospect of federal aid a part of their planning. We might argue that this should not have happened and that families should have planned for all of these expenses. But, the reality is we have provided little incentive to do so.

The fiscal year 1986 budget proposal will reduce or eliminate aid to an estimated 20 percent of our nation's college students. It is asking a lot—too much, in fact—to pull out the rug from under so many in the space of a single year. This would constitute not only a personal blow to the students affected, but would also create substantial upheaval within higher education.

These concerns argue against Congressional approval of the entire budget package. Still, we need to make it clear now that the degree to which we can and should subsidize higher education is limited. This is true for a whole range of programs. We simply cannot continue business as usual. Our fiscal problems will not be resolved through cosmetic solutions. The changes required will touch almost all. Many would be affected directly through reductions in such popular programs as farm price supports, health care payments, rent subsidies, and job training. For nearly everyone else, the pain would be felt indirectly by eliminating programs like revenue sharing, which has helped city and county governments provide services and hold down taxes.

The simple fact is that each of us is a member of some "special interest group" with a stake—some large, some small—in the vast network of federal programs created over the past 40 years.

Even with an appropriate transition, we will face questions for which there are no clear answers. I feel a little bit like Robert Zend

when he noted, "Being a philosopher, I have a problem for every solution."

As the debate continues, there will be those who see government control and deficits as Public Enemy Number One. They will be countered by those who see deterioration of public investment in an educated population as the greater threat. Either way, I think the objective is the same—and that is to see our society progress in the modern world. As I see it, both concerns are legitimate. What

we cannot afford to do is either lose sight of our objective or kid ourselves that reaching it will be painless.

As we continue our efforts, we will be well served to remember the words of Proverbs, Chapter 4:

*Wisdom is the principal thing,
therefore get wisdom; and with
all thy getting get understanding.*



Rx for Educational Reform

William H. Meardy, Executive Director
Association of Community College Trustees
Washington, D.C.

If we believe that the health of any country is a reflection of its educational system then many people will believe that this country is indeed ill. Many claim that what we need is a long overdue dose of educational reform. If so, the medicine will be as bitter as it will be expensive and there will be those who will refuse to swallow it.

It may well be that the victim may have to become even more gravely ill before the American people wake up to the seriousness of the problem and move to correct it.

In the meantime, one or two generations of our children may have needlessly suffered through receiving a second rate education because too many of them have been taught by second or third rate teachers. I am not saying that all teachers are second or third rate. We all know that there are, and will remain, thousands of dedicated and able educators who will remain in their jobs in spite of low pay, less than perfect working conditions, and a profession viewed with less than desirable prestige, public support, and financial remuneration.

I would venture a guess that every one of us can recall a number of teachers in our educational background who played major roles in influencing our lives. It would appear to me that convincing you of my belief in the need for excellence in education is not my mission. You are already the dedicated—the interested. You have read this far.

But, how do we reach the uninitiated? How do we reach those whose support we must have before any more damage takes place?

I for one am willing to renegotiate some cherished concepts that many educators may not be willing to forego. However, if we educators want something I believe that we should be able to give something in return. I just do not believe that we can go to the American people with the belief that more money alone will solve education's problems.

My prescription for educational reform will not taste sweet; it will be expensive medicine, but I maintain that it will make the ailing system well. I have 10 recommendations to share with you:

Number one: First of all, if you want excellent teachers you must entice them to enter the teaching field with excellent financial incentives. I am proposing that all beginning teachers start out at not less than \$20,000 per year and anticipate that during their career lifetime they could make up to \$50,000. If the American people want quality in education, then they are going to have to pay for it.

Number two: As a part of the negotiating process, I am willing to support an amendment to the tenure laws that would require tenure to be reapproved every five years. My new tenure law would read as follows:

- a. At the end of the first three years a new teacher would be rewarded with tenure for three more years.
- b. At the end of a total of six years that teacher would be rewarded with tenure for four more years.

c. At the end of a total of ten years each teacher would receive tenure for only five more years each time.

d. As a result of evaluation any teacher could be placed on probation in any one year.

e. If probation is not cleared by the end of the next year, tenure would not continue and that teacher's contract would be voided.

Number three: We must adopt the practices of business and industry. To compete in the marketplace for teaching talent we should adopt the principle of bonus pay. If we want to hire a new math, science, or computer teacher at \$20,000 and there are no takers because business and industry have offered potential employees higher salaries, then we must be prepared to offer candidates a bonus to sign on with us. It may well be that that bonus may have to be kept in place each year in order to stay competitive with business and industry so that we can retain the services of that instructor.

Number four: I want to pay all teachers in grades 1-3 a yearly bonus. I want the best teachers to teach these grades. While they may well have tenure in the system, they would not have tenure as a teacher in grades 1-3. I want those teachers to attain a higher level of prestige than all the other teachers in grades 4-12. I am convinced that if a child is not sufficiently grounded in reading skills by the fourth grade we probably have lost that child for the next eight grades. Any of you who have ever taught in grades 9-12 will support my observation that we felt quite helpless being confronted with a student who was expected to read a high school text book but only possessed fourth, fifth or sixth grade reading ability. It bears repeating that we must be prepared to put our money in support of our values.

Number five: My next recommendation is called "Master Teacher Pay". I want to

remove the temptation of our best teachers to go into administration because of the allure of a higher salary. Therefore, the Master Teacher Salary Scale must be more than the lowest full-time entry level administrative salary. I have seen too many outstanding teachers become mediocre administrators. I have seen too many outstanding teachers removed from the classroom. What a waste of talent. What a loss to the teaching profession.

Number six: Strict discipline, probation and expulsion policies must be implemented and supported by the public. Unless teachers feel safe and secure from physical attack and unless a degree of tranquility exists in the classroom then I believe that optimum education cannot take place.

Number seven: I believe that it is a national disgrace to have subjected us educators to the almost universally useless and inane education courses. We were forced to complete them before we could be credentialed to do what ever it is we wanted to aspire to in education. It is high time that we tore down the ivory towers of teacher education colleges.

Number eight: I propose to institute a practice teaching experience for sophomores in college. Let the potential teacher experience teaching in some meaningful way so that if the experience turns out to be not what the student expected, then it is not too late to change occupational goals. As it is now, we wait until the student is in the senior or graduate year, totally committed to teaching. What do we do with those persons who find out that being a teacher is not what they expected, but it is too late to start over in another major? We give them a teaching credential and charge that unhappy person to teach our children.

Number nine: If we have the will, we educators could really help one another if we were given release time to do so. Why not

identify those who are master teachers and let them observe the probationary teachers and new instructors so that they could critique and counsel those who might be in greatest need? Note that these master teachers would not be evaluators. They must not be perceived as a threat.

Number ten: Lastly my mind is not closed to merit pay. I am still searching for a better system than the old column lock step salary schedule^s with which I am familiar. These are the schedules that reward teachers for taking more course work in college and for surviving another year on the job. This system does not reward those who are excellent teachers and it does reward those who are incompetent. Every year is an automatic raise and that is wrong.

But, I have some real concerns about merit pay. I want to know who is going to do the evaluating. I want to know who trained the evaluators and what qualifies them to do the training of the evaluators. Right now, I have no assurance that cronyism, the "Old Boy" network and favoritism will not enter the picture. But let me beat you to the punch by

admitting that that could happen in some of my other recommendations previously listed.

I fully admit that mine is not the perfect solution. My prescription for educational reform is really an admission that we have a problem and I am willing to go back to the drawing board and work at helping to clean up our act.

Unless we are willing to negotiate, the American taxpayers are not going to throw good money after bad money in the present system. We must be bold. We must show leadership and prove that we are flexible. We must show the kind of positive response to the cry for educational reform that will motivate the American people to better financially support education. They now support other goals that they value higher than they do teacher salaries.

If we are to regain the prestige that teachers once had, then we must first of all regain the confidence of the American people that we can do the job for which they are willing to pay. We cannot do that unless we first of all lead them to that conclusion.



Community Colleges and the Heritage of Public Higher Education

Clifton R. Wharton, Jr., Chancellor
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Editor's note: This article is taken from a speech given at the Annual Conference of the Association of Boards of Trustees of the Community Colleges of SUNY, October, 1984, and first appeared in the Fall 1984 issue of the "ABC Newsletter."

Something that has disturbed me increasingly lately is what seems to me a growing tendency to assume that the only benefits of higher education are the benefits received by individual graduates.

When we talk about the value of a college education, we mention personal growth, more rewarding careers, and other things that motivate people to take part in higher education. We cite the higher lifetime earnings a college graduate can expect, or the greater range of job choices, or the lower rates of unemployment, or a college graduate's enriched perspective on life generally. Notice that each of these reflects the gain or benefit that goes to an individual.

Now, all these benefits are real and significant. But they are not the only benefits of higher education. They do not, in themselves, fully explain why a state or nation should establish and maintain public colleges and universities. Nor do they account for why a society should provide access for as many of its members as possible to as much formal education as they wish and can make use of.

Important as they are, higher education's benefits to the individual are no more than half the story. What the public too often tends to gloss over or to forget is that higher education has immense economic and social

benefits as well. These are benefits not captured by the individual but by society.

There are the indirect benefits deriving from a better educated workforce, for example. Other factors being equal, college trained workers are more productive, pay higher taxes, and are less likely to be out of work for extended periods or permanently.

Then there are the contributions higher education makes to the economy directly, in the form of new ideas, new products, and new technologies. We hear so much about high technology and economic development nowadays that we may forget colleges' and universities' already impressive record. For instance, the story of modern American agriculture is the story of the land-grant universities, where researchers and extension specialists worked hand in hand with farmers themselves. Because of innovations and improvements flowing steadily from the nation's universities, American agriculture is now so efficient that each farm worker feeds between fifty and sixty fellow citizens, as opposed to five or ten at the beginning of the century.

Public institutions also provided the setting for the development of streptomycin and helium gas, the first motion picture soundtrack, polio vaccine, and the isolation of the first enzyme, to name just a few.

Just as the impetus for broader access to schooling was bound up with classical mercantilism's demand for general literacy, so the impetus for wider postsecondary study was bound up with the rise of indus-

trialism, and now with "postindustrialism" and advanced technology.

And when you think about it, it has been public higher education that has been on the cutting edge of social and economic progress in this country for better than a century.

It was public colleges and universities that brought engineering, technology, and applied science into the postsecondary curriculum.

Public colleges and universities pioneered undergraduate study in business, forestry, education, and nursing.

It was only with the emergence of public coeducational institutions that significant numbers of women found opportunity in higher education.

Particularly in the 1920s, '30s and '40s, it was public colleges and universities who opened their doors to Blacks and other minorities.

It was the considerably lower cost of public college enrollment that made it possible for countless working-class and low-income young people to dream of something more—and to make the dream come true.

And even more recently, public institutions have led the way in lifelong educational programming for adults, including increasing numbers of displaced workers who need new career skills to avoid the prospect of downward economic mobility for themselves and their families.

There are other social benefits of higher education that are more difficult to quantify, but which we can be sure exist.

For instance, it has been an article of political faith throughout American history that an educated electorate is advantageous and perhaps indispensable for democracy. And not very surprisingly, the steady broadening of political enfranchisement in the

United States runs virtually parallel to the broadening of access to the schools and colleges.

No one has ever proved conclusively that educated citizens are better citizens—but the opposite proposition is absurd on its face.

Have I said anything new? Certainly not. The economic and social benefits I have mentioned are the same well-known ones all of us would mention. And these wider benefits are at least as important as the benefits to individuals in understanding why society establishes and maintains colleges and universities—PUBLIC colleges and universities—and encourages its citizens to make use of them.

But lately these long-acknowledged benefits seem to have slipped many of our minds. Public colleges and universities, yesterday hailed as enlightened investments in human capital that return far more than they cost, are often disparaged as an unjustified burden on the taxpayer.

I strongly suspect that the reason for the constant pressure upon us to raise our tuition levels is based upon the fallacy that only the student benefits from an education. The fact is that the student does not pay the full cost because he does not capture the full benefit of being an educated citizen; the State does!

If the sole or main benefits of higher education were simply benefits reaped by the individual graduates, there would indeed be little justification for publicly operated campuses.

But there are other benefits as well—general benefits to the wider society—whose uniqueness to public institutions is documented by history. Among them are not only economic innovation and growth, but also the enfranchisement, opportunity, and diversity that are the hallmarks of an open society.

Not every two-year or junior college is a public institution, but the majority of them are—and every **COMMUNITY** college, properly called, is public.

Community colleges embody almost everything that is distinctive and definitive about public higher education. They embody the commitment to access and opportunity, to low cost, to useful and responsive programming. Perhaps more than any other kind of institution, community colleges embody the commitment to serving directly and energetically the people to whom the institution owes so much of its support.

Community colleges are relative newcomers on the higher educational scene, having emerged after World War II in response to the specific and fairly specialized educational needs of several well-defined audiences. They have addressed those needs with what can only be characterized as spectacular success. They have more than earned their "can do" reputation in career training, adult education, and community outreach.

But the clarity and sharpness with which the community colleges have defined their mission only underscore their relationship to public higher education generally. The community college movement has thrived precisely because it could draw upon a philosophy and heritage developed by public higher education over nearly 150 years.

The community colleges have blended the best of the old and the new. They have

united the traditional liberal studies curriculum to up-to-date offerings in current and emerging fields. Time-honored standards of excellence coexist with creative program formats and a sensitivity to nontraditional needs.

I believe, therefore, that you who are leaders, policy-makers, and spokespersons for the community colleges must also be champions for public higher education generally.

I believe that community college leaders have a singular capacity for **telling not only the story of your own institutions, but that of the entire State and National system.**

I believe you are uniquely suited to say that public colleges and universities, and especially community colleges, are not just institutions to settle for. They are institutions to be proud of—great colleges that offer both individuals, communities, and the State many benefits that are available from no other source. The dollars spent are not like those on sewers or garbage collection—higher education dollars bring several gold returns.

Here is the message I would like you to deliver—a message we seem to be forgetting. The message:

In the United States, public higher education is an **INVESTMENT**—an investment in the future—our children's future, our communities' future, our State's future, our Nation's future.

TRUSTEE QUARTERLY

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TRUSTEE QUARTERLY seeks contributions of articles of interest to members for publication. Send manuscripts to: Sally Hutchins, Editor, TRUSTEE QUARTERLY, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, VA 22003, (703) 941-0770.



Alternate Sources of Funding

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In the eighteen years since Kirkwood Community College began, we have had meaningful successes in several different areas of fund raising. Even in the past three years, when money has been in short supply, we've secured federal and state grants and contracts; we've received donations from local sources and we've sustained our operation by conserving our working capital. I'll start with a short discussion of our work in the federal sector.

In fiscal year 1984-85, we secured more than \$900,000 in federal grants. Among the most notable of these are first, an \$89,925 grant from the National Endowment for the Humanities. Now this is a grant that's made me especially proud. It took our humanities faculty two years to develop the proposal. Our first application was rejected. But we retooled the proposal; we worked closely with NEH staff members—followed their recommendations and ultimately, we received approval for a three-year, \$300,000 grant.

William Bennett, the Secretary of Education, has repeatedly cited the exemplary qualities of our grant and of our college. I take particular interest in this grant, because its success reinforced the value of our persistence and our meticulous attention to readers' comments.

The grant pays for faculty development. It will bolster our humanities, and our curriculum. It will benefit the College, today and for years to come.

Our second outstanding grant brought \$410,017 to the College. These funds were

authorized by Title III of the Higher Education Act. They support the development of new educational services. Title III gave Kirkwood a four-year award and we're currently in our third year. Our fourth and final grant year begins on October 1, 1985. We have yet to learn the disposition of our '85 application, but we're optimistic and we hope to receive a \$700,000 award.

When the four-year grant expires, we will have developed a series of self-paced, videotaped courses for off-campus students; we will have developed a computerized management information system; we will have developed a computer literacy center and a full complement of computer literacy courses for our faculty; we will have retooled the composition and mathematics components in all arts and science courses; we will have generated a series of "career exploration" videotapes for our arts and sciences students; and last, but certainly not least, we will have developed an assertive, private fund raising program. These are two of the largest grants we have.

We also have a three-year Trio Program, Special Support Services Grant. This year we received \$91,474 and we anticipate two equally significant allocations next year and the year after. This grant assists disadvantaged students with tutoring, counseling, and other supportive services. We have other assorted federal grants that bolster the function of our school.

We also receive considerable sums from State sources and although we do secure State Grant Funds, we've chanced to discover a very new and exciting source of

funds.

Last year, the Iowa State Legislature passed legislation to enable community colleges to train workers in new or expanding businesses. The funds from this venture offset the community colleges' instructional costs and administrative costs.

Our own Executive Director of Resource Development and Governmental Relations worked very diligently to initiate the enabling legislation. He maintains, on Kirkwood's behalf, a strong and highly visible presence in our State Legislature. I think that this has been a very valuable use of his time.

In the past, our community college has not been the first priority to state policy-makers—but now, we *must* have an audible voice—a perceptible face. We must be the squeaky wheel, or we won't get greased.

The legislation that has "greased" the college, is known as Iowa House File 623. It has given us money now and leverage on other dollars that may come later.

In the practice of this law, Kirkwood is its own banker. Kirkwood issues certificates to sustain a business-specific training venture (the funds pay for instructors, for supplies, etc.), and then Kirkwood recoups its investment by collecting the State payroll and property taxes that are generated by that business. House File 623 has brought more than a million dollars through Kirkwood in the past two years. In our service area alone, more than ten million dollars in contracts stand pending.

The contracts are currently in various stages of development. These dollars "pass through" to the business with which we contract. We take a 14% administrative fee from each contract and we conduct much of the training on campus. We've received \$140,000 in administrative cost allocations since the legislation's inception. We have been very, very fortunate, and as I said before, very

persistent as well.

But grants and House File 623, by themselves, cannot sustain the operation of an institution that serves more than 8,000 students. We also tap our local resources, trying not only to secure monies, but also to give people who live and work in our community an emotional stake in our success. I'd like to briefly discuss our local fund raising efforts.

Kirkwood raises monies locally by means of a distinct legal entity—A Kirkwood Foundation.

Kirkwood Community College has two non-profit foundations; the Kirkwood Foundation and the Kirkwood Facilities Foundation. They can solicit and receive tax deductible gifts, and administer those gifts to benefit the college and the community.

Each foundation is managed by a 25-member Board of Directors. Two Kirkwood board members serve on each of the foundation boards. This links the foundations to the broader activities of the college.

The two foundations are very different from one another. The Facilities Foundation does not solicit donations; it manages facilities, activities and projects that produce income.

The Facilities Foundation has purchased over 160 acres of farmland that it leases to Kirkwood's Agriculture Technology Program. Recently it deeded 110 acres of this land to the College.

The Facilities Foundation owns and operates a three-diamond, lighted softball complex which hosts some of the State's and the Region's most prestigious annual tournaments. Every year, the softball complex generates more than \$125,000 in gross revenue.

The Facilities Foundation also financed and sold five houses that were built by the college's residential carpentry program. The

Facilities Foundation also derives funds from media royalty contracts, from Kirkwood's weld testing services and from college food service sales.

The Facilities Foundation currently holds \$161,850 in cash assets. When we combine the cash assets with land, buildings and improvements, it holds assets worth \$659,350.

Our other foundation is an active fund raising entity soliciting contributions from individuals, businesses, industry, foundations, faculty and staff, alumni, clubs and professionals. The Kirkwood Foundation secures funds and property to support the college's educational and developmental needs that are not otherwise supported by public funds.

The College Development Director and Secretary of the College's Development Office conduct the foundation's business and keep its records and books. The Foundation Board meets quarterly. The Board prepares an annual fund raising plan. This plan consists of three areas: annual giving, planned giving and non-cash giving.

First, let me describe our efforts in annual giving. Annual giving is the starting point for most development programs and it is the cornerstone upon which all other fund raising programs are built.

Annual giving is a broad, recurring, organized effort that finds funds for our most pressing needs, usually this means our current operating expenses and our on-going program needs.

Annual giving can be called a "living endowment". It is a good source of stability for a comprehensive fund raising effort, helps support the college's public relations effort, brings in new donors, is a good training ground for donors and volunteers and it promotes all of our other fund raising efforts.

In the 1984-85 fiscal year we maintained the

following annual giving programs:

1. The Grain for Growth Program:
Our goal is to raise \$56,000 during the fiscal year 1984-85 for the Foundation's equipment purchase and replacement fund.
2. The Bunch for Lunch Program:
 - a. Our goal is to raise \$15,000 during the fiscal year 1984-85 for the Foundation's equipment purchase and replacement fund.
 - b. In order to accomplish this goal we targeted the objective: Cedar Rapids/Marion and Iowa City small to medium-sized industries, businessmen, and professionals.
3. The Kirkwood Internal Fund Drive:
Our goal is to raise \$20,000 in support of a variety of foundation activities.
4. The Major Donor Solicitation Drive

Finally, we have our fifth annual giving program, the Targeted Program Solicitation. Our goal is to raise \$30,000 to support the purchase of instructional equipment for specific program areas at Kirkwood. In order to secure \$30,000 we used direct mail, telephone follow-up and personal solicitation tactics.

Next, I'd like to tell you about our planned giving program. We are just now beginning to pursue deferred gifts. These are donations that the donor plans now, but that Kirkwood won't receive until the donor and/or his or her beneficiaries die.

A deferred giving program takes many years of planning and work and it will become an important source of revenue for Kirkwood in the future.

We are taking the following steps this year in order to initiate a planned giving program:

1. We'll establish a Planned Giving Advisory

Committee.

2. We'll prepare a long-range plan for our Planned Giving Program.
3. We'll develop an initial list of potential donors.
4. We'll develop a regular "bequest letter" mailed quarterly or semi-annually to an extended list of potential donors.
5. We'll prepare a brief for the attorneys, bankers, trust officers, and accountants who plan estates and wills. This brief should include items like:
 - a. a brief analysis of the various College programs.
 - b. an interpretation of the College as an investment opportunity can support the donors' interests.
 - c. a legal identity of the Foundation necessary for making the will and the Internal Revenue Service identification number.
 - d. a list of information sources, i.e., the Foundation attorney, board members, and staff.
 - e. A list of needs that could be addressed by bequests.
6. Periodically, we will invite attorneys, bankers, trust officers, and accountants to a luncheon or a dinner at which they can get a wider interpretation of the college.

Early in 1983, we developed our third solicitation endeavor, a non-cash giving program—a Program for Equipment Solicitation. In order to strengthen our vocational programs, we request equipment from manufacturers and dealers. We've been very successful. Since 1983, we've received donations, consignments, subsidized leases and subsidized sales of \$350,000 in equipment. Here are some of the donations:

- a 1983 Class Dominator 96, grain combine
- a 1983 Case Model #2394, 150 hp tractor

- a 1983 GMC Astro semi-tractor
- eleven Digital Rainbow 100 Personal Computer Systems with printers
- a Kinze six row, double frame, no-till corn and soybean planter
- a Kinze model 400 grain auger wagon
- seventeen Honda motorcycles
- a Calumet liquid manure vacuum tank

The Kirkwood Foundation has cash assets of \$238,000. These funds are distributed to the following nine areas: undesignated, scholarship, endowment, loan, memorial, capital, activity, interest and instructional equipment funds. The Kirkwood Foundation will have had a \$350,000 cash flow during the 1984-85 fiscal year.

This description of our private, local donations program concludes my discussion of Kirkwood's fund raising efforts. Now, I'd like to discuss how we conserve the funds that we have in-hand.

I feel very strongly that conservation is an underrated and often too little used financial tool. There are major expenditure categories that can be mitigated, if not eliminated, by careful scrutiny. I feel that these three are the most crucial categories: allocation of personnel, energy consumption, and purchasing procedures.

I examine the allocation of personnel by watching *where* we locate staff members; for *how many* hours they are assigned; *when* they begin and end their work days—in other words, how have we covered business hours? And finally, I examine performance records—in other words, have we assigned the most productive, or the most appropriate people to the positions that we must fill?

We have tried to keep a watchful eye on energy consumption. This is an area that can cost us hundreds of thousands of dollars. We moderate the dispensation of heated and air conditioned air. As we all know too well, our buildings were constructed when

utilities were cheap. Now, if we're not careful, our precious energy dollars can waft off the concrete window ledges like smoke up a chimney. We can spend a little money to tighten up a building and save a lot of money on the heating bill.

Finally, we must take a close look at the way in which we purchase. Do we secure the

lowest possible bid? Do we buy in quantity whenever we can? Are we always buying from the same vendor, and not giving a new, and less expensive bidder, a chance? Can we join with another institution or agency to form a buying consortium? I think that there are many things that we can do to hold down our costs.



Community Colleges and Economic Development: The Nebraska Experience

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In one sense, it is ironic for a representative from Nebraska to write an article on economic development and community colleges. It is ironic because Nebraska is surrounded by states with much greater articulation between state economic development strategies and community college systems. Iowa's community colleges, for example, have the authority to issue bonds in support of job training, a power which is much admired and envied by economic development specialists in the Cornhusker State. On the other hand, because Nebraska's Technical Community Colleges, as a system, have just begun a statewide program of economic development in cooperation with the Nebraska Department of Economic Development, the "Nebraska experience" may contain several general lessons which can be of value to other community colleges.

First, based on experience of the Nebraska Technical Community Colleges, there are a number of "necessary ingredients" for successfully combining economic development activities with community college educational programs. Furthermore, there are several philosophical and practical issues which should be considered before linking community colleges and economic development too closely.

Before beginning, however, a brief description of Nebraska's Community College System is in order. Nebraska has sixteen Technical Community College campuses, organized into six Areas. Each Area is an independent political subdivision, governed by an elected, eleven-member board. No state agency has any significant statutory, administrative, or program authority over

the colleges. The State exercises general authority over the colleges in two ways, through yearly statewide appropriations and by role and mission statutes. The educational priorities of the TCCs are vocational/technical programs, academic transfer, and community service. Coordination at the statewide level among the six Areas, and between the Areas and other sectors of postsecondary education, agencies of state government, and various other community and government groups is provided by the Nebraska Technical Community College Association (NTCCA). The NTCCA is a voluntary, non-profit corporation whose membership is open to the six Technical Community College Areas.

NECESSARY INGREDIENTS

There are three elements which seem to be important for Nebraska's Technical Community Colleges in promoting economic development: (1) support and commitment, (2) expertise and coordination, and (3) financing. Each of these elements plays a critical role in promoting successful economic development through Nebraska's two-year colleges.

Support and Commitment of economic development through community colleges is related to the particular organization and structure of a given community college system. In Nebraska, support and commitment must come from four sources, in descending order of importance: local boards of governors, college administrators and faculty, the business community, and local and State government. It is especially important in dealing with business and

government to develop a basic understanding of the services and programs available through the colleges and of the role and mission of the schools as they relate to economic development. TCC board members and administrators have recognized for some time that the TCC system is "the best kept secret in Nebraska." The general ignorance of the programs provided by the colleges has been a major barrier to gaining support for economic development, especially from the business community and State government. However, before the colleges can expect external support, it has been necessary to gain internal commitment from college governing boards and staff.

Every Technical Community College Area in Nebraska has independently developed significant regional training programs with both new and existing industries. These programs were possible through the joint understanding and commitment of the local governing boards and college administrators. Gaining the support of board members in Nebraska has been based in large part on their acknowledgment of the direct relationship between the TCCs' vocational education programs and the employment opportunities and labor demand in local business and industry. As boards have understood the general service role that their institutions fill, they have been willing to expand the services offered to include specialized training programs designed for specific industries. This expanded service is beginning to include pro-active recruitment and solicitation of industries as well as the traditional reactive response to inquiries about assessment and job training.

College governing boards are also recognizing other incentives including increased revenue and a new set of clients to fill the void left by the declining enrollments of traditional students.

Equally important to board commitment and support is the understanding, commitment, and support of the college president,

administration, and staff. The commitment of those who must actually negotiate, organize, and deliver programs and services to business and industry is self-evident. If those line individuals are not convinced of the necessity and wisdom of such programs, the results may be worse than not undertaking any economic development projects at all.

Because economic development projects often provide the only contact which many people have with their local Technical Community Colleges, and because such projects often have high community visibility, a failure in economic development may have a disproportionate impact. Inadequately planned and delivered training, dissatisfied employers and community leaders, and poorly trained workers can call into question the ultimate quality and worth of community college education. Thus, the basic understanding and enthusiastic commitment of college administrators and staff is fundamental before undertaking economic development projects.

Support from local businesses for economic development through the TCC system is important in two ways in Nebraska. First, businesses have simply had to be made aware of the services and programs available through the Technical Community Colleges. This process has been helped through the extensive use of advisory councils for all vocational/technical programs. Those business people who understand the direct connection between TCC occupational programs and the availability of a trained labor force for their companies and businesses have become some of the most ardent supporters of the entire TCC system.

Local business support of and commitment to economic development through the TCCs also is critical in instances where development projects may seek to introduce new industries which may be in competition with existing local companies. In such cases, it has been essential to point out to those

existing businesses and industries that TCC economic development programs are available to all companies, and that the general improvement of Nebraska's business and industrial base is beneficial for existing firms by expanding markets and increasing the tax base.

The best way to create business support and commitment of the TCC effort in economic development, however, has been the successful projects completed by the individual Areas. The recommendation of TCC programs by one business person to another, or to a Chamber of Commerce or the State Legislature has been the most effective form of external support available to the colleges. The general commitment to economic development is strong among local business communities; however, a successful program delivered by one of the Technical Community College Areas has been the catalyst to expand development at the state level.

Commitment and support from government—local, state, and federal—is important in two ways. First, government agencies can refer specific inquiries from industries to community colleges and can disseminate information about services available through community colleges. Second, government at all levels provides financing for economic development. Such financing can be either direct, through economic development programs including funding authority to colleges and flow-through funds through agencies, or indirect, through such methods as tax benefits and low-interest financing for job training and job upgrading.

In Nebraska, government support for economic development in the Technical Community Colleges has come primarily from local and State government. Many city and county governments have their own economic development agencies, often closely linked to the business community through Chambers of Commerce and other professional organizations. The Technical Com-

munity Colleges, through their boards and presidents, have cultivated access to local government. In fact, board members and presidents serve on development groups in order to provide information on services available through public two-year colleges and to promote college participation in joint community efforts to attract new industry and maintain and expand existing firms.

In the past several years, the State has taken a more vigorous role in economic development, including working more closely with the Technical Community Colleges. In 1983, cooperative agreements were signed between the Nebraska Department of Economic Development and each of the six Technical Community College Areas. These agreements arose both from necessity and insight. A decrease in funding for DED necessitated the elimination of the regional service offices of the Department. The TCCs offered a partial replacement for these offices. In addition, however, several members of DED recognized the integral part that customized job training programs were already playing in regional economic development, as well as the major development role being assumed by community colleges in other states.

The agreements provide that the Technical Community Colleges make available office space and clerical support for DED staff when working in an Area, and that college staff collect and forward references of businesses and industries interested in financing, expansion, or other economic development activities not covered specifically by training or retraining available through the colleges. In addition, the TCCs have been asked to notify DED of individual college contracts for training in order that a DED representative might contact firms to ascertain whether they need any other development services. For their part, DED staff have been briefed on the programs and services available through the TCCs, particularly custom-designed job training and skills upgrading, and directed to consult the appropriate Technical Community College

Area when requests for assessment or training come to their attention.

One of the most influential elements in promoting cooperation between State government and the Technical Community Colleges on economic development projects, however, has been the personal commitment of the individual assigned as the DED liaison with the Technical Community Colleges. DED and the Department of Labor have jointly funded an individual to be responsible for job training in economic development projects. In researching economic development in other states, this individual discovered the significant role that the community colleges are playing in vocational assessment, job training, community development, and coordination of service delivery. This discovery has produced a commitment at the State level in Nebraska to involve the Technical Community Colleges in economic development, in some cases in a larger role than has been comfortable for several governing boards.

The State level commitment has also highlighted the need for greater systemwide input and coordination. While local control is seen by the governing boards and many State officials as fundamental to the high quality of education in Nebraska's Technical Colleges, the autonomy of the six Areas also makes statewide planning and programming more difficult. The fact that the most ardent supporter of Technical Community College involvement in economic development is from a State agency outside the system, and that the major role played nationally by community colleges in economic development is best understood by an individual outside of the Technical Community Colleges points up the difference between a statewide perspective and a local area focus. The Technical Community Colleges have been lucky in having several influential contacts at the State level who are already well-informed about the TCC programs and services which can aid in economic development. Thus, the biggest difficulty of simply

informing the State about TCC potential has been partially surmounted, if mainly by staff outside the colleges. However, the colleges and the State still face a major task of providing a consistent and stable statewide system for economic development through the Technical Community Colleges, while protecting the local autonomy which makes it possible to respond quickly to unique Area needs.

Expertise and Coordination both at the State and college level comprise the second necessary ingredient in successfully combining economic development and community college programs. Because Nebraska's Technical Community Colleges are all autonomous units, a major component of successful economic development involving the Colleges includes providing adequate expertise and coordination from the State, especially in instances where a project involves financing, site location, and special resource requirements, in addition to job training. In Nebraska, state-level expertise and coordination for economic development and job training comes primarily from the Departments of Economic Development (DED) and Labor (DoL). On occasion, the Governor's office also will provide leadership and coordination for special projects of interest to the Executive Branch.

Obviously, the Department of Economic Development (DED) is a major source of both expertise and coordination. The cooperative agreements between DED and the TCCs, as mentioned previously, have promoted contact among staff, in turn increasing mutual familiarity with resources and programs available through both the State and the Colleges. In particular, DED arranged several training sessions for TCC staff responsible for economic development which outlined various financing programs and tax incentives available to companies planning to relocate or expand in Nebraska. DED has also played a central role in coordinating resources statewide, including the TCCs, in efforts to attract new industries

and maintain current ones. Because of the cooperative agreements between DED and the TCCs, there has been relatively good communication when specific development projects have been identified at the State level. The Department has gone so far as assigning a specific individual to work with the TCCs and to analyze the best way for the State to use the services available through the Colleges. This individual, after studying the most successful State economic development programs, has become one of the strongest supporters of a central role for Nebraska's Community Colleges.

However, the State has not put any funds in the Colleges specifically for economic development, and the colleges themselves have not generally had the resources or the incentives to hire full-time staff devoted entirely to development. Nor has the NTCCA felt that a State level coordinator for economic development within the TCC system is feasible or desirable at this time. Thus, while coordination and expertise are available from DED, the results of development activities are often uneven, depending on the particular Area involved. This unevenness of coordination and commitment also makes it more difficult to develop projects which involve more than a single Area. In short, at the present time, Nebraska's economic development efforts involving the TCCs are limited by the diversity of Area resources and commitment, and the lack of systemwide coordination among the Colleges.

The Department of Labor is a second potential source of expertise and coordination at the State level for economic development activities involving the TCCs. Strictly speaking, DoL is not involved in economic development. However, the use of Job Training Partnership Act (JTPA) funds has produced a secondary effect of job training which has been economic growth and expansion for local businesses. It should be noted that, in Nebraska, DoL is only a potential source of expertise and coordina-

tion at this time. The Department, and particularly those individuals involved with JTPA, has often attempted to provide job training services internally, without using either the TCCs or private proprietary institutions to any great extent. In particular, several of the Community Action Agencies have requested funding to establish job training programs which would duplicate those already available through the TCCs. From the TCCs' perspective, the politics of the JTPA program as well as the stringent federal requirements on placement and starting wages have precluded much TCC involvement apart from the eight percent set-aside for postsecondary education. Recently, however, the JTPA program has begun to look more to outside service deliverers. The use of TCC career assessment services has been expanded and a major RFP for JTPA funds was issued for training of high school dropouts.

The RFP, in particular, has been eyeopening to both the JTPA staff, and the colleges. The TCCs responded as a system, assuming that the GED/ABE programs and customized occupational training available through all six TCC Areas would ideally suit the proposal requirements. The outcome of the proposal process, however, was both surprising and alarming for the TCCs. In the initial ranking, the joint TCC proposal was fourth out of seven. One reason for this low ranking was the acknowledgement by several Areas that the seventy percent (70%) placement of completors at a minimum wage of \$4.00 an hour was unrealistic. (Given the current economic conditions in Nebraska, many graduates of two year programs are not being placed at these rates or wages.)

However, more disconcerting was the perception by the raters that the TCCs did not have much experience in adult education and basic skills training. In addition, the raters felt that the Colleges did not have particularly close relationships with business and industry, this, in spite of the numerous industrial advisory committees used for

virtually all vocational programs in every TCC Area. The ultimate irony was that the highest ranked proposal, from a Goodwill Industries Council, specified that GED programs and some job training would be conducted through the local TCC Area! Ultimately, the RFP was withdrawn because no respondent had indicated that all the conditions could be met. The real lesson for the TCCs, however, was that DoL in general, and JTPA staff in particular, were virtually ignorant of the mission of the TCCs and the programs and services available through the schools. In an effort to remedy this situation, the TCCs are planning an information meeting with all DoL staff involved with JTPA. Hopefully, this meeting will allow both groups to better use the resources available through JTPA in ways which will meet both the job training goals of the federal program and aid economic development within the State.

One important point to note from the foregoing discussion is that community college administrators and trustees should not assume that state level officials involved with economic development are aware of the programs and services available through community colleges, or recognize the important role community colleges can play in economic development. Even where state officials are aware of the various vocational/technical programs available, they may not realize the capacity for industry-specific job training programs delivered on-site which most community colleges can provide. It is critical that state officials recognize the services available through the colleges, in order to avoid creating duplicate programs. Obviously, the political elements of inter-agency competition and territoriality may need to be addressed. As mentioned above, in Nebraska, until recently, the political complications have been such that the TCCs have been excluded from some of the programs which seem most suited to the services already being provided through the colleges.

Another important point for community college administrators and trustees to remember is that economic development at the state level encompasses more than job training, although job training is the most obvious entry point for community colleges. The expertise available through the State and larger communities in Nebraska helps the TCCs go beyond job training, by being a part of cooperative projects which provide an entire range of assessment, financing, and training services. This is particularly true for small businesses where management training and assistance may be as important as vocational/technical job training.

Economic development expertise and coordination at the college level in Nebraska has two general facets. The first facet is the actual assessment and job training done by the colleges. Every Area has developed customized training programs for a variety of industries, often delivered on-site. The responsiveness to and cooperation with local businesses has been uniformly praised by those companies and industries involved. Each Area has expert personnel who can design, coordinate, deliver, and evaluate programs and services specifically developed for given businesses and industries.

However, there is a greater divergence in the TCCs in the level of expertise in actual economic development activities such as recruiting industries, describing financing and tax incentives, providing referral and resource information, and developing packages of services beyond the scope of the college. In general, college staff responsible for economic development are not trained professionals and have only been assigned part-time to the activity. This pattern is changing, though, as the Areas have recognized that economic development not only fits their mission as vocational/technical educators, but provides a new population to replace the declining numbers of high school graduates.

In addition, as economic conditions in

Nebraska have deteriorated over the last four years, it has become apparent that the TCCs will have to increase their cultivation of new funding sources. In the past, the Colleges could afford to rely on part-time personnel to work with those industries which came to the schools in search of assessment and job training. However, the TCCs no longer have the luxury of approaching economic development as a sideline. In that regard, they will undoubtedly be searching for full-time development specialists to actively recruit companies in an ever more competitive job training area.

Financing is the third ingredient in successfully linking economic development and community colleges. From the perspective of Nebraska's Technical Community Colleges, financing is currently the most critical and least governable aspect of economic development. While Nebraska has several general financing mechanisms which can be used for low interest funding of economic expansion, there are no funds specifically dedicated for use by the TCCs. This is in marked contrast to Nebraska's neighbor to the east, Iowa, in which the community colleges have bonding authority to finance job training for industries moving to or expanding in the State.

It is only necessary to outline the recent competition between Nebraska and Iowa for the Greyhound Bus maintenance facility to underscore the importance of financing in economic development. Both states had presented development packages to the Greyhound Corporation. Each package included job training through local community colleges. Nebraska's offer actually provided slightly more money. However, the funds from Nebraska were combined from nine separate sources, both state and local. Iowa's package, on the other hand, was primarily financed through bonds issued through the community college providing the training. The stability of funding was a critical element in the decision by the

Greyhound Corporation to locate in Iowa rather than Nebraska.

While the importance of financing for economic development is undeniable, attempting to promote such financing may present certain conflicts for community colleges, especially where state legislatures see funding for economic development as a trade-off for funding of postsecondary education. Nonetheless, community colleges should be ready to support general appropriations for economic development, realizing that some of these funds will come to them, as well as be willing to internally reallocate college funds to support and enhance the colleges' own development capabilities. The TCCs in Nebraska are attempting to follow both of these courses.

ISSUES

Pursuing economic development through community colleges raises both philosophical and pragmatic issues. Philosophically, it is important that, in the thrill of the chase, community colleges not forget their primary mission as educational institutions. Pragmatically, colleges need to acknowledge the increasing presence of private industry in job training, and direct their efforts in economic development at the appropriate level.

Community colleges, more than any other sector of public postsecondary education, are fundamentally linked to business and industry through occupational education. It is essential for community colleges to be aware of the needs and standards of business and industry in order to produce graduates capable of moving directly into the workforce. This vocational orientation differs significantly from liberal arts curriculum provided by most four-year colleges and universities. (Although, recently, four-year colleges have increasingly focused on the employability of their graduates.) However, it is possible for community colleges to become too closely associated with business and industry and

to lose sight of their basic educational role and mission, the necessity of maintaining academic standards and program integrity, and the fact that students, not companies, are the colleges' clients.

Another potential philosophical hazard of using community colleges as part of economic development strategies is the potential to make antagonists of colleges in different states and even in different regions within a state. In the course of economic competition between states, it may be quite possible to undermine the spirit of cooperation and collegiality which has promoted progress and growth in community college education nationally.

Pragmatically, two related forces may shape the future of economic development in community colleges. First, most community colleges cannot possibly maintain all the state-of-the-art equipment necessary to provide job training for every company which may request it. Nor will staff be conversant enough with every type of equipment to be able to design job training programs for use in company settings. Thus, there is a certain limit to community college involvement in economic development based on the resources available in any particular college or system. Furthermore, private industry has discovered the lucrative market potential in education and training. Larger companies such as AT&T and IBM have training divisions for their employees. A

number of other firms specialize in producing customized training materials and programs for specific equipment or job descriptions. As this field develops, it may become more difficult for publically-funded community colleges to compete with private training firms, especially in larger companies with extensive resources and budgets devoted to training. However, small to medium sized businesses with limited numbers of employees and limited resources will continue to provide a large market for economic development activities through community colleges.

While there are definite risks to involving community colleges in economic development, there really seems little alternative. Community colleges have been relatively insulated from the decline in high school graduates because of their openness to non-traditional students. However, competition is becoming greater for non-traditional students. With projections that employees entering the workforce during the 1980's will change careers five to seven times, it seems inevitable that community colleges will be more involved in career assessment, job-training, job upgrading, and economic development. This presents a challenge to community college trustees and administrators to maintain the goals which have made them the "peoples' colleges" the past thirty years, while expanding their service to fill a new role as the nation's job-trainers.



Research: A Fundamental Aspect of Marketing

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The American Marketing Association defines marketing as "the performance of business activities that direct the flow of goods and services from producer to consumer". This transfer of ownership takes place in the marketplace...with the market being defined as the aggregate demand of the potential buyers of the product, or a service. Market segment or target market is defined as being one of the component parts. Target markets are usually defined by demographic variables and these variables, when identified, enable the producer to more accurately focus his communication with the targeted group.

For non-profit organizations, Professor Phillip Kotler defines marketing as "a systematic approach to planning and achieving desired exchange relations with other groups." Using this definition, it is instructive to realize that these other groups, or the publics of a community college include—students, local sponsors, the state (legislature, the governor's office and departments of education), the alumni, the taxpayer and business and industry, to name only a few.

Finally, there is the old business definition which defines marketing as being concerned with the four "P's"—product, price, place and promotion. In higher educational terms, product is equated to the educational programs and services offered by a college. Price is tuition and fees, and for public institutions, allocations received from local sponsors and the state; price can also be defined as the real "cost" of attending an institution—the psychic cost, the cost in terms of the time commitment; place is the campus and/or any off-campus sites where

instruction might be given; and promotion is student recruitment, advertisement and all of the efforts expended by institutions to keep and maintain their names before the public. Unfortunately some people forget about everything else and think of marketing as simply promotion—recruitment, advertising and sales. To them the Madison Avenue image is central.

Every definition emphasizes that marketing is concerned with complex decisions that are affected by a range of factors—the nature of the product or service being offered; the individuals or groups using the product or service; and the nature of the environment in which the exchange takes place. The environment is an exceedingly important element to the exchange and decision makers in education must be cognizant of its effect on their operation. In analyzing marketing factors that impinge upon an institution, it is clear that there are internal as well as external aspects. The situation outside of the college, as well as all of the things internal, need to be considered.

The 1981-1983 years, when enrollments in community colleges across the country increased dramatically, were a good illustration of the influence of conditions in the external environment affecting, very positively, the use of a service, i.e., community college education. Analysis of enrollments in many communities indicates that it was the high rates of unemployment and the economic down turn that resulted in the high enrollments at community colleges and not something the colleges did internally.

The central point of this article is that good

marketing requires ongoing and systematic research. To market well, an institution needs to know what its students are like demographically, socially, and economically. Colleges need to analyze what their students like and dislike about their institution. Likewise they need to know how well the students do academically at the college; under what conditions the students enroll and when they stop attending.

All this is important, but it is insufficient to study only student characteristics, habits and attitudes. It is equally important to know about the college itself. How good is the instruction? Are the programs and courses current? Are professors really available to work with, counsel and advise students? Does the student activity program contribute to the development of students?

What effect does an increase in tuition have on the make up of the student body? Does the level of tuition affect the number and kind of part-time students attending the college? How elastic is the demand for education in the service area?

What effect does the location of courses have on enrollment? If certain courses were offered in neighborhoods, would more people attend?

And then there are the many questions about the quality and quantity of services offered by the college. Is it easy to register? How long does it take? Are secretaries and service people helpful and pleasant?

The list of questions is almost endless. But all of the answers, if carefully collected and analyzed, can become the basis of an effective marketing program, if the college takes concerted steps to improve those areas where the marketing research indicates that improvement is needed. There is no guarantee that a good marketing program will enroll more students, but a good marketing program will improve the quality of education and services offered by the institution.

The image of Madison Avenue advertising and promotion are often overblown in people's minds. Marketing, based on solid research, more often than not, produces those changes within an institution that even the most traditional and conservative of educators would applaud. The questions asked and the techniques employed in marketing are very similar to those used in strategic planning. Both are processes that require the support of solid institutional research. In many cases the studies required by strategic planning and marketing are the same.

Major Research Studies

What kind of research can and should be done if an institution wishes to market? Let me describe the research program at Northampton County Area Community College. As I have stated, you will see that many of the studies done serve other purposes in addition to marketing.

1. Northampton County Adult Education Needs Survey

This is a telephone survey conducted every few years including a sample of over 1,000 people in a county of 230,000. After gathering some demographic information about the respondents for analytical purposes, the survey attempts to determine what the person knows about the college, his/her attitudes about education and the institution, and if the person might be interested in some type of lifelong learning. If this is so, the questionnaire goes on to attempt to identify what kinds of courses would be most desired and why the individual would be interested in enrolling.

There is also an attempt to identify what barriers, such as cost, transportation or scheduling or the need for child care the individual might identify as preventing attendance. How the individuals view the need for services of the college, such as counseling, testing, remedial or developmental studies, or work with the handicapped is also queried.

Finally, the survey attempts to get the individual's view of the college's image—What is the primary function of the college? Does the institution provide quality education at reasonable costs? Is a degree from the college useful?

The results of this survey are analyzed and can influence the operation of virtually every department within the institution.

2. Cooperative Institutional Research Program

This is a standardized freshman survey produced by the Research Center at UCLA and directed by Alexander Austin. This survey is filled out by every entering student at the college. It gives much biographical information about the student and also extensive information about his/her attitudes. On a comparative basis, we have the opportunity to learn much about the changing nature of the makeup of our student body. For example, we learned from those responding that the most prominent reason for deciding to go to college, 76%, was to "get a better job" and in response to "reasons that were very important in choosing this college," for the first time in several years, "has low tuition" was replaced as the most frequently cited reason (46.7% last year to 28.9% this year) by "graduates get good jobs." This emphasis in the attitudes of students on jobs and the vocational aspects of education has strong implications for the institution.

Another question we are studying is that 40% of all students responding to the survey and 63% of the full-time freshmen indicate a desire to earn a baccalaureate or masters degree as their final educational goal. These aspirations do not square with the numbers that are earning degrees at our college. We need to determine what causes the change in actual performance. Were the goals originally incorrect? Does the student achieve his goals, but transfers to another institution before he earns a degree at Northampton? Does the college do something to blunt or

prohibit the satisfaction of these goals?

These are but some of the issues that a good marketing program must confront. The implications are obviously college-wide in scope.

3. Non-Returning Student Survey (NRSS)

This survey is mailed to every non-returning student after each major semester. Its purpose is to find out what happened to students and how they evaluated their experience with the college. Most specifically we are interested in their reason for not coming back to the institution. We tend to mail about 1500 surveys per semester and get a return of about 21-25%. The results usually indicate that the individual has personal or reasons unrelated to education for not returning, although more than 15% of the students taking credit courses are placed on academic probation each semester and of this group about 50% do not return.

4. Graduate Follow-Up Survey

This is a 31 question annual survey mailed to classes which have graduated from the college two and four years earlier. The survey covers topics such as: What was the primary objective in attending the college? Was the objective met? What was the overall evaluation of courses in the major? The graduate is asked to relate the quality of the services received. The survey also attempts to determine what has happened to graduates since graduation and whether the work done at the college has helped prepare the individuals for their current endeavors. Current salary levels are sought also for analytical purposes.

5. Academic Audit

A complete audit of each academic program is undertaken once every five years. In this assessment the involved faculty and dean prepare a report which is reviewed by a faculty committee and the vice-president for academic affairs before being submitted to the president and the board of trustees. The

program is also examined independently by an outside expert who files a separate report. It is the purpose of this study to evaluate the quality of the program, including such factors as the number of individuals enrolled, the cost of the program, the quality of staff and facilities, projected costs to enhance the quality of the program, the employability of graduates, and the performance of graduates in the field. Past graduates are solicited for their opinions about the value of the total program and its courses to them as practitioners.

The report comments on the program's strengths and makes recommendations to correct identified weaknesses. The ultimate recommendation deals with whether or not the program should be continued. The results of this process have been influential in triggering activities that have raised the general quality of programs.

Special Studies

From time to time issues are identified that focus on a special or targeted population in the college. These issues are researched using smaller scale studies. These studies are illustrated as follows:

1. Enrollment of Graduates of Area Vocational Schools

An annual study determines the percentage of full and part-time entering students who are graduates of the county's two vocational-technical schools. The results have implications on recruitment efforts and on the college's overall advertising and promotion plan.

2. Students on Probation

A study is conducted each semester to determine the progress of students on academic probation. The study has implications on instruction and for the advising offered by program faculty as well as for professional counselors and the college's academic standards committee.

3. Advertising Survey

A study is undertaken periodically at arena registrations to determine the effectiveness of advertising campaigns. The results have implications on the kinds of advertising done, the amounts spent for different media, and for radio advertising, the stations that will be utilized.

4. Students by Geographic District

An annual study is conducted to determine the place of residence of students. The results give the admissions office information for planning recruitment campaigns.

5. Grade Analysis

Each semester an analysis of grades is conducted by course and program to help identify any courses in which students are having unusual difficulties. The results have implications for departmental and divisional faculty who seek to determine the cause of the problems and what, if anything, can be done to correct them.

6. Enforced Withdrawals

The college has a policy which allows instructors to withdraw a student from a course if a student fails to maintain certain attendance or academic standards. Periodically, to determine if the incidence of these kinds of withdrawals are changing, a comparative study is made. Again the results have implications for all teaching faculty and academic administrators.

Other Projects Not Yet Undertaken, but Needed

Like all institutions with ongoing programs, we do not yet have all that we believe we need. The college does not have enough information about how the wide differences in ages and vocational interests of students affect their attitudes about the college on issues such as the registration process, the post-admissions course placement testing program, advising and the general vigor of courses and programs. We are attempting to work out appropriate ways to gather this

information and an important aspect of this determination is whether the results, if done, will be cost effective.

My point here is quite simple, the process is ongoing and dynamic.

Analysis and Action

Since it is the contention of this article that marketing requires continuous research, it obviously follows that the facts about the college's product, price, place and promotion, must be as well known to the decision makers as are characteristics of the student body and the external environment in which the college finds itself.

The data collected and analyzed in marketing research are not self-evident. Conclusions are not obvious but rather often tend to be complex and obscure. What is necessary is careful and tough analysis of results to determine specific recommendations for action.

Let me emphasize that the fact that surveys are conducted, data compiled, analyses done and recommendations made is not enough. Decision makers must act on recommendations. To know something about the college is helpful but not enough. The analysis may produce results that few in the

college want to hear. A college might discover from its marketing research that its product is defective; that some of its old line programs are no longer current or even are no longer necessary; or that students perceive the instruction in some departments or the advising program as being poor. The actions that a college might be driven to undertake may have little to do with new advertising programs or the institution of innovative techniques in the admissions office. Rather the research might require the redirection of an academic department or division or the reallocation of resources.

Also, you need to know that it is sometimes very difficult to determine what the proper interpretation of the data are. Mistakes will be made. Data will be misinterpreted or the actions seemingly dictated by an analysis may miss the mark completely. Recommended directions may be controversial and the desired actions impossible because of campus politics. All of these situations have been, and continue to be faced on our campus, but none of the drawbacks outweigh the benefits that are achieved.

What is clear is that if a college undertakes a vigorous marketing program and is serious about facing the conclusions of those studies- the college will be stronger for it.



A Participatory Approach to the Development, Adoption and Implementation of a Reduction-in-Force Policy

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Declining enrollments, retrenchment, and reduction in force are terms with which trustees, presidents, and others in higher education have become increasingly familiar in the past several years. The purpose of this article is to describe a participatory approach to the development, adoption, and implementation of a reduction-in-force policy in one community college.

Southeastern Community College, like many other educational institutions, has experienced a decline in full-time equivalent (FTE) enrollments for several consecutive quarters. Limiting expenditures for travel and supplies and increasing individual workloads as resignations and retirements occurred provided partial and/or temporary solutions to a gradual decline in funds available. However, in an FTE driven system for resource allocation, continuous declines in enrollment eventually impact upon funds available to the extent that a reduction in force is a necessary and logical solution to balancing income and expenditures. Southeastern Community College faced that ultimate solution for the 1985-86 fiscal year.

Once a decision was made that a reduction in force was imminent, the challenge became one of developing, adopting, and implementing a reduction-in-force policy which reflected the best interests of the college when considering the mission of the institution. There was also a need for institutional personnel to feel a sense of ownership for the policy which was going to affect their employment and/or the employment of their colleagues. The "family" atmosphere and orientation which seems to exist on many community college campuses makes the recognition of

this latter need very critical.

The process began with the president's contacting the legal office of the North Carolina Department of Community Colleges to obtain copies of reduction-in-force policies adopted by other higher education institutions and state agencies. He reviewed nine policies and identified approximately 29 key elements to be presented to personnel at Southeastern Community College.

The elements were divided into two general categories—those relating directly to individuals to be released and those factors to be used in making such decisions. An example of the former is "persons released through a reduction in force will be given priority for other positions in the institution, assuming all qualifications are met." An example of the latter is "cutbacks in two-year programs will be done in a manner that provides options for first-year students to complete the program."

A memorandum from the president to all personnel announced a voluntary faculty/staff meeting to discuss the elements of a reduction-in-force policy and identified locations on campus where copies of the handout for the meeting could be obtained.

Over 100 of the college's 161 full time personnel attended the voluntary faculty/staff meeting. The meeting opened with comments by the president about the development of the handout which listed key elements for the policy. He also reviewed the paragraph introducing these elements. This paragraph included a general guideline and three "givens" for Southeastern's policy. The

general guideline was that the well-being of the population served and long-term interests of the institution will be protected. The three "givens" were that seniority will not be considered unless all other factors in comparing individuals are equal; an individual's FTE output as compared to his/her salary costs will not be considered as an independent factor; and the president will have final authority for reduction-in-force decisions with the Board of Trustees serving as an appeal body.

Those present were randomly divided into groups of ten. Each group was given poster board and a request to report back to the entire group at the end of an hour. Their tasks were to prioritize, alter, delete, add to, and otherwise comment on the elements to be included in the new policy. After the allotted time, all present reassembled for reports from the various work groups. The completed poster boards and transcription of the reporters' comments were given to the president the following afternoon.

After the president completed a draft of the reduction-in-force policy, a meeting was held with the college's attorney. During this meeting, members of the executive staff were able to review general concerns as well as raise questions about specific potential problems.

This meeting was followed by a complete and thorough review of the proposed policy by the executive council (president, all deans, business manager) of the college. After editorial changes were made by the executive staff, the president presented the policy to a meeting of all personnel. Each person was given a copy of the new policy. The president led the group through the policy by offering explanations and responding to questions.

The final wording regarding the minimum notice for those whose contracts might be terminated or whose contracts might not be renewed under the policy is an example of a point which required explanation. A mini-

mum of 30 days' notice was the consensus in the small group discussions and most groups recommended at least double that time period. The final wording in the policy reads, "Maximum notice will be given an employee whenever possible. Notice should be given not less than 30 days prior to their separation." It was important to verbally emphasize the "maximum notice" portion of the statement while noting the possibility that budget reversions required by the State of North Carolina toward the end of a fiscal year could make a notice of longer than 30 days impossible. This point was reiterated when the policy was presented to the Board of Trustees so "the spirit" of the intended notification period was known by the governing body.

The final step in the development and adoption process was the presentation of the policy to the college's Board of Trustees. They received a copy of the policy several days prior to their meeting. The policy was unanimously adopted by the Board after one editorial change ("should" to "will").

The implementation of the policy followed a number of meetings and discussions to ensure criteria and procedures were equitably followed in making decisions about terminations. A meeting was held with each employee whose contract was not to be renewed. The meeting included the president and appropriate dean. (Due to unexpected absences, phone conversations preceded the receipt of written notification and individual discussions in two cases.)

As implied, all reductions in force were accomplished by the non-renewal of existing contracts rather than terminations during a contract period.

The development, adoption, and implementation of a reduction-in-force policy through the process described above led to several conclusions. These are:

1. Faculty/staff participation in policy de-

velopment contributed to a sense of ownership for the policy and acceptance of decisions in the implementation of the policy.

2. The "family/community" atmosphere and orientation among faculty and staff contributed to overt expressions of compassion toward those whose contracts were not renewed.

3. It is important to have a staff member available who is well informed about unemployment benefits, health insurance, and other matters of interest to those affected by a reduction in force.

4. The college should initiate news releases

when a reduction in force is implemented to minimize rumors and false impressions about the action.

5. Faculty/staff participation in developing and implementing a reduction-in-force policy does not reduce the president's responsibility for decisions affecting the employment of personnel.

Needless to say, a reduction in force is not a pleasant or desirable process; however, when such action is necessary, broad participation of college personnel in the development of the policy enhances the possibility that positive outcomes outweigh inherent negative factors.



The Conflict Between Leadership and Shared Authority: Toward a New Pattern of Decision Making on Community College Campuses

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Research supports the conclusion that, on the whole, the level of faculty participation in campus decision making is modest. While the extent of faculty participation is difficult to measure, administrators clearly dominate the decision-making process, particularly on community college campuses. In fact, economic retrenchment, enrollment declines, and increased state control, have contributed in the last few years to an increase in administrative control with a concomitant decline in faculty participation (Carnegie, 1982, p. 20, Kemerer, 1983, p. 63).

It is critical to the success of community colleges that they develop a workable model of governance with appropriate responsibility allocated to the major constituencies. The Carnegie study (1982) concluded that "...if higher education is to regulate itself more effectively, campus decision-making structures need to be improved" (p. 74). Critics have not been hesitant to point out the inadequacies of college governance today, and their suggestions for improving the system tend to revolve around leadership, faculty participation, and planning.

The external pressures of economic uncertainty, greater control by outside agencies, and enrollment decline have forced many colleges already to alter their administrative practices. In order to respond effectively, colleges are beginning to recognize the need for strong leadership. Equally apparent is the need for creative and innovative problem solving carried out with continuity and without unnecessary delay. According to Keller (1983), "on campus after campus, the administrators appear to sense they are

expected to become far more active, interventionist, and decisive than in the past" (p. 59).

More assertive leadership on community college campuses may mean that the administration will have to initiate changes in academic areas that traditionally have been considered within the decision-making domain of the faculty. When it comes to change, faculty members, on the whole, are a conservative group. In a period when a prompt response or a significant change in direction may be necessary, the administration may not have the luxury of waiting for the faculty to initiate new programs or curriculum changes. Keller (1983) aptly states, "the days of merely applying a watering can to stimulate faculty initiatives are gone. Passive laissez-faire management is over. The period of active presidential leadership is here" (p. 59). Administrators are being advised to be more entrepreneurial and governing boards are being admonished for not being active enough.

The demand for stronger leadership will necessarily influence the relationship between faculty and administration in the decision-making process. For a number of reasons, a collegial or shared governance approach to decision making can interfere with the need for decisive action and quality solutions to problems. Often this form of decision making leads to the proliferation of committees at various levels. These committees can preempt an excessive amount of administrative and faculty time as issues are slowly deliberated. It is further argued that faculty members often lack a comprehensive view of institutional needs and financial

limitations as well as objectivity when it comes to their own welfare. Such a limited perspective can lead to piecemeal policy making and "negotiated compromises that fully satisfy no one and may even be inconsistent with announced institutional goals" (Dressel, 1981, p. 192). The gaining of consensus that is desirable in the shared governance form of decision making places on administrators the need to consult and persuade, creating a situation more conducive to "muddling through" than "heroic ability to define goals, plan,..." (Clark, 1961, p. 99).

Consensual governance and excessive committee deliberation can inhibit an aggressive leader. On the other hand, disregard for faculty opinion can lead to low faculty morale. According to Dykes' (1968) findings, "the feeling that the faculty is not kept adequately informed and a corollary suspicion that important decisions are frequently made without faculty knowledge or consultation are the most important sources of faculty dissatisfaction" (p. 15). In a study by Baldrige and others (1980), it was found that faculty groups with a direct role in decision making had higher morale than those who felt they lacked influence (p. 12). Satisfaction, according to this same study, was lowest among community college faculty.

It would follow that the type of governance system adopted by a college can influence the relationship between the faculty and the college and can affect faculty performance. Kowalski and Bryson (1982) conclude that when individuals have a say in the organization, they are generally more effective, and that this situation is conducive to efficiency. When individuals have been involved in planning, they are more likely to be committed to successful implementation. "The participative approach is more rewarding psychologically to members of the organization" (p. 23). For this reason, faculty participation in governance can aid in attracting, retaining and committing faculty. The importance of this outcome of the governance

process cannot be overlooked. As Richardson and Rhodes (1983) state, "a commitment-building, participative decision-making process can be the primary means for encouraging staff to accept the philosophy and values which undergird the concept of the open door, comprehensive community college" (p. 195).

Paradoxically, involvement of the faculty can be a time-consuming process leading to compromised decisions while ignoring the faculty can lead to dissatisfaction and decreased effectiveness. It would, therefore, be equally absurd to say that the faculty should influence all decision making or that they should be omitted from the decision-making process.

Opinions have been voiced representing both sides in this dilemma. There are, for instance, those who complain that the increased centralization of authority on college campuses resulting from recent hard times has already badly undermined faculty participation in decision making (Carnegie, 1982, p. 74). At the same time, there is a common cry for more vigorous leadership. As Kemerer (1983) states, "leadership is essential to bring order out of diversity and disorder. Only central administrators are likely to be able to provide central direction" (p. 90). Neither of these concerns can be ignored for each represents a legitimate goal within the institution. The problem is to reconcile them by determining appropriate levels for decision-making responsibility that will be able to meet the challenges that face community colleges today.

Proponents have recently come forward to advocate procedures that would strengthen the role of one campus constituency or the other. On the side of greater faculty involvement, Redinbaugh and Redinbaugh (1983) maintain that extensive problem solving will be more effective with a less formal structure. They propose that campuses implement a Theory Z form of management based on the concepts of Douglas MacGregor. This

organizational structure, in their opinion, "would focus on long-range staff development and consensus decision making; it suggests that involved workers are the key to productivity" (p. 27).

On the other hand, Dillard (1983) outlines a number of strategies proposed in recent years to limit but improve the efficiency of faculty participation so that administrators can maintain a leadership role. In addition to suggesting ways to streamline the number of committees, one concept he describes is "conditional decision making." In this process, issues commonly acted upon by a committee would be decided unilaterally by an administrator with a report of the proposed action distributed to faculty members for their reaction. The matter would be taken up by a committee only when the faculty voiced significant disagreement.

Somewhere between the proposals of the Redinbaughs and Dillard, is Keller's (1983) plan to involve faculty in policy making without sacrificing efficiency. In his model, faculty advice and guidance would be obtained through a new type of committee, what he calls the "Joint Big Decisions Committee" composed of senior faculty and key administrators including the chief academic officer. Faculty members on the committee would examine plans and priorities although planning would be initiated in the president's office. Such a system would allow for faculty consultation without relying on faculty initiative and consensus. Keller is an advocate of strong administrative leadership, but his suggestion recognizes the benefits of faculty involvement.

It is probably not possible to define the one most effective system for decision making on each campus or even for different issues on the same campus. Contingency theories of leadership would tell us that the environmental factors of each campus and the nature of the problem to be solved would determine appropriate leadership styles and the most satisfactory level of subordinate

involvement. Such a concept is the basis of Vroom and Yetton's (1973) model of decision making whereby situational variables are taken into consideration. In this type of model, the leader is flexible, adopting a leadership mode ranging from autocratic to participative based on factors such as the amount of time available, the need for additional information, and the degree of acceptance by subordinates that will be important in implementation. This approach to decision making implies that the leader identifies the need for faculty commitment balanced against other environmental considerations. In this way, the need for faculty participation and strong leadership are not seen as conflicting goals. Rather, they are reconciled by the fact that the academic leader remains decisive by assuming the responsibility for recognizing when and to what degree faculty participation is essential.

The challenge for the academic leader is to find an appropriate balance between the quality of the decision and faculty satisfaction in the decision-making process. A contingency model such as that of Vroom and Yetton provides guidelines that assist in understanding how to approach the process with that goal in mind.

Conclusion

Faculty members and administrators need not be seen as adversaries. Faculty participation and strong administrative leadership need not be contradictory goals. It is probably safe to say, however, that the administration and the governing board will continue to dominate policy making on community college campuses. External pressures will see to that. Administrative leadership cannot, however, ignore the importance of faculty commitment and, in fact, must nurture faculty commitment, without sacrificing quality of decision making.

The decision-making area in which the faculty has traditionally had the most influence is academic affairs. Present environmental

factors will clearly not permit the status quo to continue in this area nor will long drawn out deliberation over changes be possible. For this reason, administrative leaders will need to display initiative. This requirement will no doubt result in more administrative involvement in this decision-making area once reserved primarily for faculty. It is likely that the faculty in the near future will

become more reactive as administrative leaders assume a more proactive stance in the decision-making process and exhibit more directive behavior in the pursuit of institutional goals. Effective leaders will determine the most appropriate level of faculty participation based on the circumstances.

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Telecommunications Strategy for Community Colleges

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Introduction

Educational telecommunications, as it relates to the community college, embraces the application of electronic media and related technologies. This involves the use of television, radio, computing, and telephone technology, including communications via satellite, microwave, cable, or other electronic means. It encompasses such functional areas as electronic data processing, data communications, audio and video production and distribution, instructional development and media services, library services, telephone system operations, electronic and related equipment maintenance, and consultation and support services involving analysis, design, development, implementation, and evaluation of educational telecommunications programs and projects.

The emergence of new communications technologies in the 1950's and 1960's convinced technology producers and enthusiasts that education would be revolutionized. Many thought that educational technology would alter the educational process in fundamental ways, making it more cost-effective, more individualized, and more accessible to those not able to participate in classroom-based instruction.

Nevertheless, while millions of dollars were spent on hardware at all levels of the educational system, and while television, film, radio, and computers were used increasingly to supplement classroom instruction or to extend instruction to off-campus audiences, one could hardly call the resulting changes revolutionary. The new technologies

made their way rather quietly into educational institutions—often against a good deal of resistance from faculty and staff.

But a variety of forces have combined in the last decade to create in the 1980's what may be appropriate to call a revolution in the use of communications technologies in education. What is most discussed, of course, is the variety and flexibility of the technologies that can now be applied in instruction, administration, and research—the increased programming capacity provided by cable television; the potential of satellite teleconferencing for savings in travel costs; and the promise of teletext, videotext, videodisk, microcomputer networks, and low-power television, individually and in combination.

Increasingly, educators see that these technologies can not only get the job of education done; they can train students to live in a society where, according to Meek (1983), satellite firms could provide between 22,000 and 48,000 channels for television, voice, and other communications by the year 2000. Moreover, while some \$30 billion was spent on communications technology in 1980, this figure is expected to reach \$150 billion by 1990.

Because community colleges will have increasing involvement with new and existing technologies, both for instructional purposes and for communication purposes, it is important to understand what options exist.

Through cable, satellite, computer and other technologies, educators can now interact with students and each other on a visual, audio and digital basis with immediacy and

without having to travel to distant locations.

Brief descriptions of the technologies and their relationship to educational services are included below.

Telecommunications Systems

I. BROADCAST TELEVISION RADIO

Definition:

Both radio and television are media familiar to all of us. Broadcast television and radio send a signal which blankets a geographic area and which can be received through an antenna. Broadcast television and radio are one way technologies which transmit information and entertainment designed for the consumer. With the advent of satellites and their use, options available (number of channels and radio signals) have dramatically increased, allowing producers to become more creative in providing services.

Current Status:

For the past decade we have concentrated on the development of courses which are aired over television and are used on a regional basis by colleges gathered together through consortial arrangements in order to share costs. Today, thousands of students across the nation earn college credit through courses on radio and television. Dedication to quality is the first consideration in the development of instructional courseware for delivery via radio and television telecommunications. Quality concerns begin with the decision to produce a course and the gathering of a team to guide the development process. Typically, that team is a blending of leading academicians, selected competitively, from the subject discipline working with instructional design and production personnel. The learning packages designed for these classes usually integrate textbooks, student workbooks, written assignments, texts, field trips, and other activities along with the actual television

presentation.

II. CABLE TELEVISION

Definition:

A communication system that distributes broadcast television signals, satellite signals, original programming and other signals by means of coaxial cable. Also known as cable communications or community antenna television (CATV).

Current Status:

Cable technology is advancing so rapidly that to speak to the present is also literally to speak to the future. Cable systems currently being bid are much more sophisticated than those of the past, with interactive, institutional loops being offered more in larger systems. Interactive capability on a digital basis is a reality on virtually all new and refranchised systems. Computer, video, audio and other services can be provided through a single coaxial cable. Cable technology:

1. Provides a base for sharing information
2. Allows schools, colleges and libraries to share human resources
3. Is more cost efficient for some kinds of instruction
4. Is energy saving for both schools and students
5. Provides more flexibility in offerings than broadcast television/radio

III. ITFS—INSTRUCTIONAL TELEVISION FIXED SERVICE

Definition:

Instructional Television Fixed Service is a band of twenty-eight microwave channels reserved for education and non-commercial use. Special antennas and converters are required, and since such programming cannot be seen by the general public, it is a "fixed service," unlike broadcast.

Because of its technical characteristics and relatively simple system requirements, educational ITFS can be locally controlled and operated. Program content and scheduling can be developed specifically by local educators to meet local needs and operating requirements.

Current Status:

In its rule-making for ITFS, the Federal Communications Commission (FCC) has based its rules on user needs. For example, ITFS is empowered to provide two-way video, as well as audio/digital communications. This capability enables ITFS to establish an active, "real-time," two-way, teacher/student relationship.

For community colleges this means that there is a relatively inexpensive technology which can link its facilities and services in such a way as to save money by reducing duplicated services and, at the same time, increase services to all aspects of the district.

Educational institutions have responded to the availability of ITFS in a sporadic way throughout the nation. Even though a number of channels on the ITFS spectrum have been reserved, schools have not responded in the past by using the technology. Recently, however, mainly because of cable, colleges have begun to use ITFS to expand services or to link with cable. At the same time, Microband, a corporation wishing access to those channels, has challenged the FCC's right to continue education's franchise on those channels. In California, the northern part of the state from Redding (CSU Chico) to Sacramento (UCD) is "wired" with ITFS interconnecting the four-year and two-year colleges and providing some extended learning for certain businesses and corporations. In the Bay Area the archdiocese and Stanford have used ITFS extensively. In San Diego, ITFS is used to interconnect institutions and cable head-ends. All of these systems provide interactive services.

However, the future is limited for ITFS and education not only because of legal challenges but also because of the limited number of available channels. Moreover, because of Microband and other challenges, the major issue now is education's being able to sustain its channel allocation. Another concern is that in order to fully utilize those ITFS channels which are activated, a sharing of resources among educational institutions must be developed and maintained.

IV. COMPUTER

Current Status:

The advent of solid state miniature circuits has revolutionized the access to electronic hardware. Alphanumeric keyboards with easily understood programs, coupled with the home computer, have opened vistas of potential extended learning never dreamed of before.

Coupled with cable, the computer can be used as a learning tool which the community colleges are now able to tap into. Electronic mail, computer-assisted instruction and other uses made the computer the newest and probably most valuable instructional tool since the development of the pencil.

V. TELECONFERENCE

Definition:

Teleconferencing—a term for any simultaneous visual and sound hookups that allow individuals in two or more areas to communicate with one another in a long-distance "conference" atmosphere. Usually accomplished through telephone and CCTV feeds carried by satellite.

Current Status:

Teleconferencing is currently found most often in two areas of technology; ITFS uses one-way video and two-way audio most often (although two-way video is feasible),

and usually links institutions because reception requires hardware which is generally too expensive for homeowners to purchase.

The telephone is the largest source of teleconferencing, and although the telephone company does have two-way video between some cities, it is primarily used for two-way audio or text transmission.

Reduced travel by staff participating in such activities makes this technology cost-effective by most standards.

As satellite technology costs move lower and cable becomes more available, the concept of linking areas and/or institutions for two-way communication will be more cost-effective and popular. A matrix of virtually all technologies discussed in this article will make sophisticated interactive communication a reality in the near future.

VI. MICROWAVE

Definition:

Line-of sight, point-to-point transmission of signals at extremely high frequencies.

Current Status:

Several community colleges and state university campuses have either augmented their ITFS systems with microwave or have developed point-to-point contact between facilities or institutions.

Microwave essentially performs in the same manner as ITFS but is considered by engineers to generally be more reliable. Because it is point-to-point, costs for a microwave system that would parallel an ITFS system are higher.

Community College Applications of Technology

I. INSTRUCTION

Application: Instruction

Options include offering credit or noncredit instruction through one of the following technologies: Television (cable, open circuit, microwave, low power, cassette); Computer—Mainframe (Interactive), Micro/Mini (Interactive); Telephone; and Radio.

Strengths:

- Classes can reach those unable to get to campus. Low enrollment classes can be made more cost effective by broadening the enrollment.
- Offers more flexibility in scheduling.
- Reduces need for expanding campus facilities.
- Provides a way to share resources and outstanding faculty.
- Students in rural isolated locations would not have to drive to campus or major centers as much as they do now.
- Colleges could provide a full array of services to students and community in virtually every area of a district.
- The use of various technologies could provide not only jobs but work experience situations for students majoring in the use of technology.
- The access to resources normally beyond reach through the use of satellites, computers and other technology can provide staff, as well as students, with a broader base of learning as well as alternative ways of delivery instruction.

Application: Curriculum Module development

Options include the development of special instructional modules and programs for regular classes that are designed to be used

by similar classes, by other instructional areas and by special groups through technology. Modules could be developed using video, audio, computerized instruction, teletext transmission, or any of the technologies listed under "Instruction" above.

Strengths:

By utilizing technology, faculty and staff can mutually identify and develop materials that could be distributed through any of the systems under consideration to all campuses and the community. These materials can provide access to resources only available at one campus by others wishing to utilize it.

Application: Staff development, information services.

Options include programs designed to increase staff skills and knowledge through the use of media.

Strengths:

- Can provide a means through cable and microwave whereby staff can meet and exchange ideas without having to spend time traveling to a given location.
- Will save travel expense and staff time.
- Will enable mandatory meetings to be held with more frequency but with less time overall.
- Might be able to utilize uplink satellite capability through the cable system to have meetings with resource persons at distant locations.
- Such a system could improve participation and communication.

II. AUDIO/VISUAL-TECHNICAL

Application: Resource Sharing

Through the use of cable, microwave and

other technology, the sharing of slides, film, video and other materials is possible.

Strengths:

- The advantages of a complete system with multiple capabilities would include efficiency of information distribution; instant information exchange; less duplication of effort; and combining of resources in the district or among districts.
- AV instructional material could be sent directly into the classroom without the necessity of having the equipment and software physically delivered and returned, with all of the attendant dangers of loss, theft, damage, and general wear on the equipment.

III. STUDENT SERVICES

Application: Counseling, Records and Admissions

Telecommunications technology could be used for instant transmission of records and admissions data, such as transcripts, between campuses, districts, or educational segments. It is even conceivable that a student could be able, in the future, to call up his transcript and records on his home television screen.

Strengths:

- Several counseling programs already exist that have been programmed on computers and that are accessible to students and staff if they have a terminal. These programs offer career education, goals clarification, aptitude and interest counseling, and direction to appropriate schools. The use of these programs can be expended to off-campus locations at nominal cost through cable.
- The ability to use cable and microwave in an interactive mode will allow counseling staff to work with individuals and groups at a distance. This will make our counselors

more available more often to those unable to get to campus.

- By using microwave and/or cable, materials and data necessary for counseling students can be distributed upon need. This will create a larger base of information available immediately to counselors when needed, i.e., when working with high schools or community groups.
- It also would provide the ability to update data without the extensive cost of printing new materials. Areas such as career planning, job placement and financial aids all could conceivably utilize a terminal with printer to access information through cable and/or microwave.

IV. ADMINISTRATIVE SERVICES

Application: Computer based Research, Financial Management, Data Processing

Use of "mainframe" computers plus interfacing certain micro and mini applications to extract, summarize and develop data on existing students, budget and other information.

Strengths:

- Would provide "on-line" search capability accessing existing data bases such as district computers, city/county and college libraries, business/financial data (through the cable company), and possibly governmental offices.
- Data or recorded programs could be transmitted automatically at any hour of the day or night without operating staff having to be present.
- Examples of areas most likely to have some applications are personnel, financial aid management/loans, campus research offices needing raw data, district data processing and other administrative services.

Application: Mail and Information Distribution

Strengths:

- Electronic mail, or the use of word processing to provide instant access at a distant location, would save countless hours of delivery between locations.
- The use of word processing terminals with printers attached for simultaneous receipt and distribution at multiple locations would probably reduce copying and postage costs. If linked to a computer, such a method could automatically "file" materials needing storage.

Application: Energy Management, Security Systems

The management of energy use and security systems through a combination of computers, microwave and cable to link colleges and district offices.

Future

A future for community colleges incorporating existing and new technologies could provide the following image in the year 2000 A.D.:

1. All of community college has a two-way, interactive, electronic highway which enables audio, video, and data to be communicated back and forth.
2. Community college's electronic highway is connected to public broadcast stations throughout the state which enables programs to be shared as needed.
3. Individual campuses are connected to local cable franchises and provide a source of educational and instructional programming for subscribers.
4. Satellite-to-home capabilities enables community college to provide educational and instructional programs to individuals or groups who have opted for satellite utilization.

-
5. Individual campuses utilize television capability (ITFS) to reach hospitals, business and industry and other enterprises with instructional programming for their continuing education and relicensure requirements.
 6. Various forms of media, including radio, television, video disc and computers are utilized in the recruitment of students and in marketing the system and individual campus capabilities.
 7. Remote learning sites capable of two-way electronic communication with the main campus are utilized by community college campuses as the population shift continues to regions not easily accessible to campuses.
 8. Some community college campuses have become contract television centers to produce video programming for state agencies.
 9. The review and order of books and periodicals by students, particularly the disabled, is accomplished through computer terminals in the home or in remote learning centers.
 10. Videotext, sometimes known as teletext in its broadcast version and viewdata in its computer-stored version, is utilized for instructional communications and to communicate information about programs, services and activities to potential participants.
 11. Cooperative instructional programs involve faculty from two or more campuses; seminars involve "experts" from elsewhere in the country or world; teleconferences are used for systemwide or small group meetings.
 12. Teacher training and in-service education occur between the teacher training centers and school sites; bilingual teacher training is enhanced by satellite transmission between community colleges and sites in other countries.



The Community College—an Essential Component of Our Educational System

Earle C. Williams, Member
Virginia State Board for Community Colleges
Richmond, Virginia

Editors note: This article is taken from an address to the 1985 graduating class of Northern Virginia Community College, June 14, 1985.

The company that I serve as President considers the efforts by our employees to earn an Associate Degree important, not only to their future but to the company's future as well. Consequently, we have a program which pays 100% of the educational expenses incurred by our employees who complete, successfully, an approved course of study.

But, are employment considerations the justification for taxpayer support of community colleges? In part, yes, but I believe the real justification lies in two sentences to be found in the report of the National Commission on Excellence in Education, *A Nation At Risk*.

The people of the United States need to know that individuals in our society who do not possess the levels of skill, literacy, and training essential to this new era will be effectively disenfranchised, not simply from the material rewards that accompany competent performance, but also from the chance to participate fully in our national life. A high level of shared education is essential to a free, democratic society and to the fostering of a common culture, especially in a country that prides itself on pluralism and individual freedom.

To my mind that is the fundamental justification for all community colleges—to provide the opportunity to all members of the community to learn; to be better educated;

to understand the benefits and responsibilities of being an American citizen; to improve his or her earning power and economic situation; to enhance the personal quality of life by a better appreciation of the arts, music, and other cultural pursuits; or simply to become aware of and understand the multitude of different and constantly changing activities which exist on this amazing planet.

No other educational institution is as strategically positioned to fulfill this role as is the community college. Its closeness to all elements of the local community endows it with a responsiveness to the needs of the community. It is best able to sense—early in the process—the economic, political, social, and cultural changes that are taking place in the community, and to serve the community by making the necessary adjustments. The importance of this community tie as a part of the broad educational system was recognized last December in the final report of the Governor's Commission on Virginia's Future, "Toward a New Dominion: Choices for Virginian's," when it observed:

Virginians have created an educational system that offers broad opportunities for intellectual growth and personal fulfillment...the Commonwealth's community colleges bring postsecondary education to the doorsteps of every Virginian...

Traditionally, education in the United States has been, and still is, a state and local matter. The belief in the importance of learning and disseminating knowledge and the desire to achieve improvement and excellence in education came in the first instance from parents, local citizens' groups,

businessmen, state and local legislators, mayors, and governors. The education system of this country is not the creation of the federal government. It is a product of involved citizens acting through local boards and through local and state governments.

This view of education fits our concept of democracy and gives meaning to the belief of most Americans in the principles of "equality of opportunity." Although we recognize that individuals are clearly not equal in endowments, whether natural or man-made, we seek, as a matter of fairness, to provide all in the community with the opportunity to enter the educational race with the hope of being a winner. The establishment of compulsory education by the states was an essential ingredient of this dedicated belief in "equality of opportunity." The State Universities, the Land Grant Colleges, and other tax supported educational institutions which came into being during the 19th century were other manifestations of this belief.

But these institutions of higher learning did not fully meet the desires and needs of all members of the community. The early years of this century saw the development of the junior college and of the community college. These new educational institutions grew over the years as new demands were being placed on the educational system by the community and its citizens. This came about because of an American tendency to believe that education has the ability to solve all, or almost all, of our problems.

As the community demands made themselves known, the community colleges stepped forward prepared to accept new responsibilities. They tended to be young, eager, and anxious to establish themselves solidly in their communities. These institutions had no traditions to defend; no alumni to question the school's actions; no faculty or professional staff concerned with defending long standing prerogatives. The community colleges demonstrated that they

were the educational institution capable of meeting the expanded educational needs of the community's citizens.

The demand for expanded access to education and its benefits began to grow geometrically after World War II with the enactment of the GI Bill. The social and economic changes of the 1950's, 60's, and 70's, with the stress on equal opportunities, added new pressures for access to the educational process. By the beginning of this decade, over 1200 community colleges were to be found in communities, large and small, throughout our nation. These institutions enroll more than four million students and roughly one-half of all entering college students in this country each year. Despite these numbers and the fact that it constitutes the most widespread form of postsecondary education in the United States today, the community college is probably the least understood and the most insecure of all American educational institutions.

I view the community college as the keystone of the community's educational system. It is the institution that will be most responsive to the fact that education and learning is today a lifelong process. The community college is, and will be, more and more the crucible where the student, young or old, will go to learn to better understand the major scientific and technological issues of the day without having to become an expert; to learn about and better understand the fabric and functioning of our political, economic, and social system in order to be a better citizen; or to gain a better appreciation of the arts and humanities so that he or she can more fully enjoy the aesthetic and spiritual aspects of life. The potential of the community college to contribute to the making of the scientist, the artist, the expert worker, the civic leader, and the responsible and thoughtful good citizen is unbounded.

I believe that this decade—the 1980's—will be a turning point for the community colleges in this country. Demographic changes,

shrinking enrollments, declining resources, competition for students and teachers will lead to questions of "image," "identity," and "role," with respect to the community college. What is the purpose of a community college? Is it a part of the higher education system? Where does it fit in the continuum of lifelong education? These are not new questions nor are they simple ones to answer. As you might expect, there is no consensus on these matters.

For example, an extreme school of thought considers community colleges to be a snare and delusion that make people think they are getting an education and the opportunity to get ahead without actually providing upward mobility. Fortunately, in my opinion, this is definitely a minority viewpoint.

I feel safe in saying that most educators and the public at large see the community college playing an essential and lasting role in the fabric of American education. The problem is to achieve a consensus concerning the elements comprising that role and the emphasis that should be given to each element in terms of the curriculum, faculty, physical plant, and other resources. I believe it would be useful to look briefly at the different elements.

Probably the oldest and most firmly established function of the community college is the preparation of the student for transfer to a traditional four year college or university by providing the general education courses needed for embarking on the full range of baccalaureate studies. This traditional activity, however, is being questioned in some quarters, including some community colleges. It is rather interesting that the challenge to this activity comes at a time of declining enrollments in the public and private colleges and of increasing concern that the four-year institutions may not be able to fill all the seats in their lecture halls.

I believe that the community college should continue to make available to students this

core group of general education studies which can be used for transfer purposes by those who wish to go on to a four-year college. Many talented students find that for financial, family, personal, or other reasons, the community college, with its geographically dispersed campuses, is more convenient to attend than a regular four-year college. Another consideration is the fact that students enrolled in this core group of studies, and exposed to the environment in which they are conducted, may be motivated or may gain the confidence to go on to more advanced academic studies.

Another highly important function of the community college relates to employment opportunities and advancement. For many high school graduates, the community college provides the education, training, and skills leading to semi-professional and technical jobs in business, industry, government, and the service occupations. For those already in the workforce, the community college provides the opportunities for upgrading their job or for retraining.

Many of us in the business community are particularly interested in this function of the community college. We recognize that it is in our best interest to become actively involved in the educational community in order to make the educational system aware of the changing skill needs of our companies. We also want to understand the problems of the community college, and we want to help solve those problems.

A third important function of the community college is to provide a community service program. The activities involved in such programs are sometimes called personal enrichment, lifelong learning, adult education, or community education. Whatever you call it, a community service program addresses the fact that people, regardless of age, educational status, or station in life, have educational needs throughout their lifetime. The phenomenon of technical, economic, and social change which we are

experiencing today provides an impetus to learn that did not exist fifty years ago. The pace of change is so rapid and dramatic that for many of us there is a quantum difference between the world we were born into and the one we live in today. If we are to deal with the differences between yesterday and today, we must be informed about them and the world around us.

A course in computer literacy and programming will enable the average person to take advantage of technological marvels for professional, home, or leisure purposes. You don't have to be a computer scientist to make the computer work for you. The neighborhood campus of the community college can help you achieve the level of learning you feel you need.

Demographic changes in our population have made us conscious of the senior citizen and of the need to satisfy his or her educational desires. Social changes have created an awareness of groups we tended to overlook in the past—the handicapped, the minorities, and the economically disadvantaged—and of their special learning requirements. Economic changes have provided more leisure time and the financial ability to do things and see places our citizens couldn't do or see before. Personal development and self-improvement have become attainable goals for many. Here again, the neighborhood campus plays a unique role in meeting these demands.

The continued ability of the community college to serve the community should not be taken for granted. The continued success of the community college and its role in the educational system is dependent upon all of us, but its graduates can be particularly helpful. They are our best witnesses for the proposition that the community college should provide a wide choice of meaningful and relevant learning experiences, for a varying range of student interests and abili-

ties. They can testify to the need for the community college to serve as the neighborhood learning center where individuals go for the courses that will open the door to advanced academic studies, assist in enhancing job opportunities, or serve to meet some personal fulfillment goal. They need to carry the word about the value and importance of the community college to fellow citizens, to neighborhood leaders, and to local and state government elected officials.

It would make a real difference if graduates would take just a few minutes and write to their state senators and state delegates about their views of the community college. Not a political letter, just one in which they tell about *their* opinion of the value of *their* experience here and why it is important to *them*.

Our society is experiencing changes of a magnitude and scope that humanity has never experienced before. The pace of change was once orderly and evolutionary; today it is frenetic and revolutionary. We have been, still are, and will be undergoing a series of scientific and technological revolutions that are opening new vistas of what life can be for us and our children. The tide of events stemming from those changes is not beyond our control unless we walk away from the challenge it presents. Individual effort, knowledge and common sense, and determination are powerful weapons in meeting that challenge. When applied with dedication, the creative power of the individuals who make up our communities is an enormous force for managing change. There is no reason whatsoever why we should not be optimistic about the future and about the life it holds in store for us.

The human mind, with its creativity and its dreams of a better tomorrow, is the key resource required to meet the challenge that technological progress brings.

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FALL 1985

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

TRUSTEE QUARTERLY

Volume 9

Number 4

Fall 1985

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TRUSTEE QUARTERLY is published four times a year and is mailed to all individual ACCT member Trustees. Annual subscription rate is \$12.00 per year. Single copy price is \$3.50. Orders should be sent to: Trustee Quarterly, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, Va 22003, (703) 941-0770.

TRUSTEE QUARTERLY seeks contributions of articles of interest to members for publication. Send manuscripts to: Sally Hutchins, Editor, TRUSTEE QUARTERLY, Association of Community College Trustees, 6928 Little River Turnpike, Suite A, Annandale, VA 22003, (703) 941-0770.



Minority Transfer Program: Program Components for Implementation

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The Minority Transfer Program expands the goal and meaning of American democracy. It fulfills its promise to leave no one behind. It undergirds the mission of the community college. By their expression of interest and adoption of the Minority Transfer Program, nine colleges are in the vanguard of affirmative action.

From an historical perspective, the Minority Transfer Program was long overdue. Three years of planning and research preceded the establishment of the Minority Transfer Program. At the 1982 ACCT Convention in New Orleans, trustees Lois Carson and Jacqueline Holland resolved to address the problems in the minority student transfer issue. They presented data indicating a crisis state in minority transfer rates to the ACCT Minority Affairs Assembly at the 1983 Phoenix Convention.

The Assembly charged Carson and Holland to develop a position paper for the ACCT Board of Directors which resulted in the Board adoption of the Minority Transfer Resolution in July 1984. This same resolution was adopted by the ACCT Senate in October 1984 at the San Antonio Convention, and by

the AACJC Board of Directors. Holland and Carson then provided the impetus to form a national task force¹ whose main objective was to implement the Minority Transfer Program on a national scale.

On October 2, 1985, in Denver, Colorado, at the ACCT National Convention, nine colleges met in a workshop session to discuss the Minority Transfer Program and to reach consensus on inclusion of components and procedures.

Colleges represented at this meeting were Community College of Allegheny County, PA, and Rockland Community College, NY, from the Northeast Region and Central Arizona College, AZ; Coastline Community College, CA; Golden West College, CA; Orange Coast College, CA; San Bernardino Valley College, CA; San Joaquin Delta College, CA; and San Jose City College, CA, from the Pacific Region.

Several guest college representatives were present from the States of Alaska, California, Illinois, Iowa, and Michigan.

Following is a complete guide for the

¹Task Force members: Raul Cardenas, President, South Mountain Community College, AZ; Lois Carson, Trustee, San Bernardino Community College District, CA; Nolan Ellison, President, Cuyahoga Community College, OH; Jacqueline Holland, Trustee, Rockland Community College, NY; Don Lowdermilk, Vice President of Student

Services, Rockland Community College, NY; Dale Parnell, President and Chief Executive Officer, AACJC, Washington, D.C.; Elaine Peters, Trustee, North Central Technical Institute, WI; Lorraine A. Pszczola, Dean, San Bernardino Valley College, CA; Armando Ruiz, Trustee, Coast Community College District, CA

implementation of the Minority Transfer Program with recommended program components to be included. Final decisions regarding the use of components will be dictated by the needs, applicability, serviceability, and appropriateness to the pilot institution.

Part I—Institutional Commitment

A. Board of Trustees to adopt ACCT Resolution.

B. College to submit application to participate in the ACCT Minority Transfer Program (MTP).

C. College to name a program director and trustee liaison.

D. District/institutional commitment to affirmative action in hiring or selection of staff who will act as role models for minority students.

Part II—Identification of Potential Minority Transfer Students

A. Use of **statistical measures** to identify students for the MTP:

1. Entry assessment scores.
2. Eligibility for college level English.
3. Successful completion of remedial course-work.
4. Grade point average.
5. Successful performance in vocational programs.
6. Rate of improvement of academically disadvantaged students.

B. Use of **self identification** methods to identify:

1. College admissions application if transfer indicated as goal.
2. Voluntary enrollment in a transfer major or course.
3. Response to campus publicity regarding transfer information.
4. Reverse transfer students.
5. Students who are dual enrolled in high

school and community college or community college and four-year college.

C. Use of **referrals** to identify:

1. Faculty/staff recommendations. It is recommended that potential transfer students be identified through a) attitude, b) special skills/talents, and c) course success.
2. Referrals from Financial Aid, Learning Center, EOP&S, Handicapped Services, ethnic clubs on campus, community organizations.
3. Referrals from high school faculty and counselors.
4. Referrals from alumni.
5. Referrals from peers.

Part III—Assessment and Placement Into Courses

A. Administer college placement test to all potential transfer students (ACT, SAT, CGP).

B. Administer local reading and math tests.

C. Use non-traditional assessment measures such as life or work experience.

D. Interpret test scores for placement and strongly suggest a schedule of courses.

Part IV—Provide Counseling Services Appropriate to Transfer

A. Evaluate transcripts and suggest appropriate schedule of classes which will enable student to transfer to target university.

B. Disseminate transfer information regarding admissions, financial aid, housing, scholarships, etc. through workshops, seminars and publications.

C. Facilitate student visits to the target university and identify liaison counselor/faculty at university.

D. Create a Minority Speakers Bureau for motivational use on campus.

E. Introduce student into a peer network of transfer students on community college and university campuses.

F. Develop an individual degree or transfer check list of courses.

G. Publish transfer information brochures.

H. Designate a Minority Student Services counselor.

Part V—Articulation With High Schools and Universities

A. Develop individual contracts which will guarantee acceptance of all predetermined courses to junior level status.

B. Arrange meetings between students and university representatives (students and staff).

C. Encourage students to enroll in one course at the university while still enrolled at the community college.

D. Provide for visits to the community college by high school students.

E. Encourage course to course and faculty to faculty articulation.

F. Develop a recruitment and marketing effort.

Part VI—Staff and Curriculum Development

A. Establish a faculty mentor program.

B. Encourage the development of curricula ladders and core transfer programs.

C. Offer academic skills workshops to include note taking, text outlining, essay writing, test taking and studying for exams.

D. Encourage faculty exchanges with four-year college or predominately minority

community colleges.

E. Develop courses which deal with ethnic issues.

Part VII—Special Programs to Aid Academic Preparation and Motivation

A. Sponsor a *Transfer Day* when university representatives are available to students.

B. Encourage participation in orientation programs.

C. Offer special sections of English for minority students who are educationally disadvantaged.

D. Establish linkages with business, industry and community organizations for sponsorship and support.

E. Develop support systems and interventions such as family education, child care, re-entry counseling, welfare and governmental agency services referrals.

Part VIII—Evaluation Procedures

A. Submit a progress report on all program components in June 1986.

B. Comparative analysis of transfer rate, past and present.

C. Number of students expressing interest in transfer; number of contracts developed.

D. Re-assignments or new hires as a result of program.

E. Recruitment and retention rate of minority students.

F. Establishment of an initial data base regarding enrollment and transfer rate of minority students to be used in future comparative studies.

G. Submit annual reports commencing June 1987, complete in quantitative and qualitative description and analysis.

If you have questions regarding any part of this program, please write or call one of the following persons:

*Lois Carson or Lorraine Pszczola
San Bernardino Valley College
San Bernardino, CA 92410
(714) 888-6511, Ext. 133*

*Jacqueline Holland or Donald Lowdermilk
Rockland Community College
Suffern, NY 10901
(914) 356-4650*



Authority and Responsibility in Board/President Performance

J. Marshall Crews, Trustee
Cape Fear Technical Institute
Wilmington, North Carolina

Harmonious and successful trustee/president relations begin with the composition of the board of trustees. The board selects the president who serves at their pleasure. The relationship depends upon how each view their authority and responsibility.

If everyone has a sincere desire to serve and assist the educational progress of their community, they will exercise authority as leadership and accept responsibility as a stepping stone to developing a stronger institution. Trustees will make policy and bring it to fruition through administrative leadership as a team eager for progress.

Whether elected or appointed we board members are creatures of the political scene with something to contribute in ability and expertise. A board needs prominent citizens who have significant community influence. Individuals with extensive technical backgrounds are needed to offer challenges from business and industry. Representatives from the legal profession are essential as they contribute to the development of institutional procedures. A truly unified board needs us common folk to keep the rest in line.

Some presidents of technical institutions go so far as to argue that trustees should have industrial and technical experience. People with industrial and technical experience are very much needed, but if a board has only such people, it runs the risk of a conflict existing between the idea of educating students for a particular job and the idea of educating them for a productive life. To have a board with one mind-set would, no doubt, lead to interference; that is, there

would be no way to distinguish between policymaking and policy implementation... the death of administration.

The composition of a board of trustees determines the philosophy and growth of an institution for years to come. A board, directly and indirectly, will significantly affect the actions of the president, and ultimately be responsible for the failure or success of an institution.

A cosmopolitan group, such as I have described, can be molded to the point where they develop a common level of respect for the authority and responsibility of one another. From this understanding emerges the conviction that each opinion espoused by individual board members is as important as any other.

It is extremely important that this process be developed to the point that new board members are made immediately to feel equal partners in the role and function of the board. A good new board member, regardless of political persuasion, is no threat to a good board.

All new board members should be thoroughly indoctrinated about the immediate past, the present, and anything that is anticipated in the future. The necessary trust level cannot be developed if a new trustee discovers impending actions taken by the board that they are unfamiliar with by reading the newspaper or watching the evening news.

If a new board member is given only a word of welcome and in effect told to have a seat and vote "yes", we can expect three things:

a quick loss of interest, irregular attendance, and withholding of expertise and creativity.

The degree to which inclusion is practiced when seating a new board member is directly proportional to participation in board and institutional affairs. Understandably, autocratic board chairpersons and presidents keep inclusion to a minimum—observing only that mandated by common courtesy and law.

The new member must be encouraged to attend and participate in regular board meetings as well as taking an active role in official committees of the board. This type of participation will create an interest in state, regional, and national meetings, from which we all learn so much more about our role as trustee.

Some board members with several years of longevity may tend to wonder what changes the new members will attempt to make; at the same time, new members will be wondering what their duties are and how they can make a contribution.

The chairperson and the president should hasten to inform new members of the duties stated by law. With equal haste, new members should be told not to be inhibited by their newness when offering to make their individual contributions.

One of the most abused responsibilities of a board chairperson is to keep the board members informed of approaching decisions. Nothing discourages new members more than to be confronted with a difficult decision without time for thought and for weighing information. This is especially true if they know that all popular decisions have already been made by the "powers" of the board.

Members who have served for several years must constantly scrutinize the validity of things done in the past as being a guide to future planning.

- Must the institution grow in the manner they think it should?
- Do they have room in their philosophy for new suggestions?
- If it works don't fix it—regardless of the strain on the ropes? It may be working but a grease job would save the machine for a long time.
- Is a tried and true way the only way? The best way?

When we are near the top in serving, it is well to remember the often quoted saying:

"People who think they know everything really annoy those of us who do."

The philosophy of our institutions is usually set by politically governed bodies such as state legislature. The type of institution, means of support, and geographic area of responsibility usually determine the role of the institution.

Policies are generally set by the trustees and are implemented by the president. Such responsibilities as providing for the administrative leadership, establishing admissions policies, and helping to develop programs of study are usually areas of the board's concern.

There is a fine line between policymaking and administrative responsibility which can be evaluated by how the board and the president exercise their respective authority. The key to good performance by the board and the president is a mutual understanding and respect for the authority and responsibility of each entity. Policymaking and administration are directly dependent upon this understanding.

It is often said that only matters which the president wishes to bring to the board reach the board. If this selection of issues and topics does exist then the policymaking involvement of the board is also selective and incomplete.

Active committees of a board help to involve the entire board in policymaking. Inactive or non-existent committees tend to increase the blind approval of policies formed by an autocratic president or an autocratic board chairperson, or perhaps by both. A committee structure which is only used when "needed" is an evasion of the board's delegated duties.

Policymaking and administration should be considered as one subject performed by different offices in a unified manner. If we have to constantly remind each other of a dividing line between the two procedures, it may be that insecurity exists among some people.

A president who constantly reminds the board of his or her particular authority may tend to forget the team concept. If either a president or a board member emphasizes authority over responsibility there is a strong possibility that he or she may be insecure or inadequate for the job or both.

Board members who forget their non-participatory role in the everyday functioning of the institution place themselves in an untenable position. An observance of the division of duties, an unspoken self-confidence of position, and a quiet exercise of authority are traits of good board members and good presidents.

A good leader is like a good physician who almost heals by just being there. One must not forget the duty of responsibility. Such a duty is a mantle which cannot be discarded at whim and worn at pleasure.

If some outside pressure is being exerted upon the president, the board is there to exact a solution and be responsible for ensuing actions. If a solution is to be praised, let the president get the credit. Authority and responsibility slide like a greased pig when criticism lurks and adhere like glue when praise is due.

Policymaking is required by the authority implicit in the office and is a direct result of realized responsibility. A good board member serves with dedication and with the realization that the board as a body has the ultimate responsibility for the institution.

Educational administration and policymaking are probably less autocratic than in the business world in which most board members work. Whatever our origins, the willingness to work and be responsible for our actions should be our objectives. A good president and a good board meet the problem of responsibility as they do one involving the exercise of authority. They govern the institution as a team with no divisional handicaps.

The board must be acutely aware of the needs and attitudes of the students and of the community at large. The board must rely heavily upon the president to keep it aware of student needs. In the same manner, the president must get information from the board about prevailing attitudes in the community. Trust produces candor and candor provides the president with an effective tool for carrying out policy.

During times of quiet the board is generally involved with policy concerning financial matters. Academic matters and student affairs are generally passed on to the board as information. Student concerns, programs of study, faculties, and monies to support, are all areas of equal importance and must be given serious attention.

To keep the board's pace active and to assure renewed vigor, the chairperson should not be allowed to serve more than two years in that position. This may prevent the president and the chairperson from getting to be "buddy-buddy." It also prevents staleness. A rotation of the chairperson, while limiting the tenure in that position, increases the involvement of the members and reduces the possibility of a power struggle involving the president and the

chairperson.

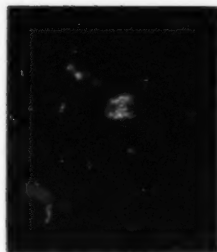
There must always exist firmness, fairness, and friendliness. Excessive checking with the chairperson tends to destroy the dignity of the president. On the other hand the president may be more concerned with personal safety than in the welfare of the institution when making decisions. If either of these situations surface and are recognized, the board needs to carefully examine itself because neither the president nor the board is carrying out the duties which have been entrusted to them.

It is particularly important to continue to evaluate the effectiveness of the board in light of the fact that community college

education is and will be the primary base for progress in vocational and technical education for some time to come.

There is also a new field in education opening up—one that is long overdue. It is the training of trustees to understand the function and operation of an institution, to contribute new thinking, to support old ideas, and to lead and to follow in helping institutions fulfill their responsibility.

If we walk down a road with a hungry man we will give him some of our bread. We trustees and presidents can do no less as companions on the road to improving the lives of our most precious product—our students.



Trustee Ethics and Board Unity

Beatrice Doser, Board Chairperson
Montcalm Community College
Sidney, Michigan

A number of years ago the public would probably have described a trustee as white, Protestant, male, well-educated, well-established, well-heeled, well-fed, well-dressed, and well-over-45 years of age. But that description hardly fits today's board members. We're male and female, young and old and in between, rich and poor and in between, black and white and in between, tall and short and in between, fat and lean and in between. In short we differ in personality, motivation, community stature, knowledge, capability, attitude, background, experience and ability to express ourselves.

The question to be answered is: How does such a motley group of trustees achieve board unity? First, let me define what I mean by unity. Unity is the quality of being one, a condition of harmony and continuity without divisiveness, an entity that is a complex organism greater than the sum of the individual members, and the resulting singleness of effect and consistency of style and character. Board unity occurs when well-qualified, well-motivated board members observe a code of ethics and work together with a competent administrator.

What do I mean by a code of ethics? I mean that behavior pattern characterized by observing legal and moral laws... by realizing the full spectrum of possible error, whether violation of actual law or of unfairness. Many basically good people fail to understand this significance. There are a number of carefully worded codes of ethics for trustees. ACCT has an excellent one [see George Potter's book *Trusteeship*], but I have taken the liberty to compile a rather staccato "ABC's of Ethics" to review with you.

ABC'S OF ETHICS

Accept responsibilities
Act only at Board Meetings
Act as a unit
Ask questions
Attend college functions
Avoid private pipelines

Be good
Be honest, courteous, kind and diplomatic
Be scrupulous about expense accounts
Be there
Be there on time

Care for the college
Communicate
Cooperate

Delegate administration
Develop teamwork
Do your homework

Encourage citizen cooperation
Establish policy
Express your feelings

Face problems
Forgive

Get the job done
Guard the college reputation

Help the college whenever possible

Inspire confidence

Justify your positions

Know your fellow board members
Know your college

Listen

Maintain confidences

Notice people

Oppose unfairness

Open your eyes

Promote harmony

Promote the college

Quash rumors

Refrain from giving orders to college employees

Represent everyone

Smile

Support board decisions

Take time

Try harder

Understand

Use good parliamentary procedure

Vote your convictions

Work with and through the president

That all sounds rather simple and straight forward. Where's the problem? Problems arise because many board members fail to understand the real character of trust they hold. A national survey of trustees and presidents conducted by the Research Triangle Institute showed five major factors to adversely affect board performance and unity.

The first factor was "lack of experience by some board members." Unless a trustee has a good background in boardmanship and already knows a great deal about the college, it will take about two years before she really starts to pull her own weight on the board. During the time all of this on-the-job training takes place, the other board members are working shorthanded. Learning to be a

good trustee requires a lot of time, study and thought. However, don't think you have to be an expert on everything. Even if you are an expert in some area, don't try to take the place of a hired consultant. In your area of speciality help the board to know what questions to ask, define the issues, explain the language, seek clarification, suggest a basis for judgment but stop short of issuing a legal opinion or performing an audit.

The second factor adversely affecting the board was the "lack of understanding by some members as to how a board should function." Prior experience on church, civic, or private boards, although helpful, is not the same as college board experience. The legal responsibilities of the board are different. Your relationship to the chief executive officer is probably different. The Open Meeting Law affects the way you perform. You would be well-advised to know and use good parliamentary procedure.

The third factor was "too much dead wood." If you find that being a trustee is not quite what you expected, that even though you try, the agenda is boring or over your head and you'd rather be bowling or home with the family, maybe you should resign. Or maybe you've been on the board for some time and you're experiencing some sort of burnout; it's just not much fun anymore and you find yourself less and less interested and involved. Why don't you quit and do something that's more fun for you? Anytime you find that the prestige the position gives you is more than you contribute to the position, consider resigning so your fellow board members can find someone who will carry his share.

The fourth factor was "excess absenteeism." If you find that your obligations, whether business, family or social, consistently keep you away from board meetings or contribute to your late arrival, and if adjustments cannot be made to accommodate more prompt and better attendance, you should resign.

The fifth factor was the "failure of the board to accept and exercise its responsibilities."

George Potter's book *Trusteeship* lists the following responsibilities: 1) select, evaluate, and terminate the president; 2) ensure professional management of the college; 3) purchase, construct and maintain facilities; 4) define the role and mission of the college; 5) engage in public relations; 6) preserve institutional independence; 7) evaluate institutional performance; 8) create a climate for change; 9) insist on being informed; 10) engage in planning; and 11) assess board performance.

I've identified some other problems for you which occur in the area of representation. To begin with we arrive at trusteeship through a political process, and some trustees start running for reelection the moment the ballots have been counted. Their every public action is designed to advance their position for the next election, and sometimes they have bigger things in mind than the board of trustees. They find a platform that allows a competitive edge. They become self appointed board "watch dogs"...quick to criticize...especially when a constituency may be thought to be uninformed or easily influenced. They don't try to become members of the team; they try to be better than the team. Such motivation has no place in trusteeship; it's unethical.

Many trustees are sponsored, promoted and elected by special interest groups. Once elected, however, the trustee does not become a representative of that group, but rather a representative of all the people of the district...young and old, black and white, male and female, union and management, Republican and Democrat...not just the group that espoused her cause.

Board division along political party lines creates the suspicion or belief that political considerations enter into, or even dictate education decisions. Such a division permeates the entire campus, compromises the educational climate and erodes confi-

dence in the board.

I am a woman, but I have no special role to play on the board. If a woman is not employed outside the home, she, like retirees and other trustees whose jobs and responsibilities permit, may be able to attend daytime committee meetings more easily. She may be slightly more aware of the role of a trustee in promoting affirmative action and eliminating any type of discrimination...but all trustees share these responsibilities equally. The same can be said of doctors, lawyers, union members, blacks, senior citizens, etc. They have no special role to play.

William Meardy, executive director of ACCT, believes the danger of ultimate abuse to the system of public election of boards lies in the trend for teachers and instructors—particularly members of teachers unions—to be elected to community college boards.

Such motivation has no place in trusteeship. The scope of trustee trust is too broad to be dictated by any segment of the population; rather, trustees must represent everyone, and somehow arrive at decisions which combine the best interest of the public and the furtherance of the institution. If they cannot rise above their special interest to a greater trust, they should resign.

Having said that trustees need to rise above their special interest background, let me hasten to add that the board needs to try to see that its membership is representative of the district. The goal is to try to achieve a board that is representative geographically, racially, age-wise, sex-wise, etc. of major segments of the district, but remains a board whose individual members represent everyone.

Another type of trustee is motivated by personal financial gain to be derived from his trusteeship. A trustee simply cannot do business with the college on whose board he serves. No one employed by the college, or

in a position to benefit financially from the college should be on the board. This also applies to college dealings with, or employment of, relatives and close friends.

Let me share with you a couple of examples from my board experience of trustees who have struggled with this ethic. One board member was also a member of the board of a bank which had frequent dealings with the college. It was his belief that his performance on the board was not influenced by his membership on the bank board, and that the bank did not benefit through his college role; however, the Attorney General had issued an opinion that the two positions were in conflict. At first he abstained from debating or voting when bank business came up, but he was concerned that the board was operating one member short on these issues. He was also concerned that some people might think there was an irregularity in his remaining on the board; and since he did not want any hint of scandal to touch the college, he resigned.

Another board member teaches for the college. Good! I can hear some of you saying ... "ah, ha! that's a no no!" This board member is a physician who has special knowledge in the area of stress management. He has given a number of workshops on stress management for college personnel and for nursing classes. Presently his stress class is one of the more popular classes in the college prison program, for students who really experience stress. He does this with the full knowledge and approval of the board of trustees because 1) he is the best qualified person in the college district on that subject and 2) he refuses to be paid for his services. In fact since he donates his services, he cannot even use his donation for income tax purposes. The point I'm trying to make by citing these examples is that trustees, individually and as a board, must decide what is or is not ethical for a given situation.

While I'm talking about financial dealings, let

me add, as trustees we must be scrupulous about any expenses for which we are reimbursed by the college. Two questions one might ask are 1) is it a legitimate, direct, reasonable, and authorized expense of my trusteeship? and 2) would I mind seeing it on the front page of the paper? If either the first answer is "no" or the second "yes", maybe one ought not to submit it for reimbursement.

The votes of each trustee need to be viewed by the public as being objective concerning the well being of the entire college and the public it serves. We trustees need to realize what sorts of potential exist for conflicts of interest and do our best to eliminate them; otherwise, action will be taken to limit our freedom and that of our institution. If we don't control our destiny, someone else will. Only strong boards that command public respect for the kind of job being done can effectively champion institutional autonomy.

Prestige is a significant element of trusteeship. There is a pleasure in being on the inside...in the know and in being associated with important people, perhaps powerful people. One may be tempted to try to gain a little personal clout by usurping board power through acting or talking for the board or by sharing confidences. One must always remember...the board acts as a unit. Individual trustees have no authority, no weight to throw around as individuals. The individual trustee must maintain strict confidence with regard to executive sessions and take great care how she responds to questions and requests.

Be kind in this whole process. Treat others as you wish to be treated; with honesty, decency and mutual respect. Open wrangles in board meetings, name calling, the exchange of obscenities with each other or spectators sell newspapers. They don't solve problems, build board unity or add to the esteem of the board or the college.

A trustee should work as persistently and persuasively as possible to correct what he

believes to be the weaknesses or errors of the institution... work from within... but once a position or policy has been taken by the board he should resign if he cannot live with it or be prepared to support it. That support should take the form of quashing rumors, correcting misunderstandings, refuting misstatements, explaining problems and interpreting principles. The college is his to protect, to defend, to rejoice in, to admire and to support. Colleges can withstand poor or wrong presidents; they can ride out bad financial times; they can even go back to the voters for millage nine or even eleven times if necessary, if they have it together as a board. But if one board member works against the millage, it will probably fail everytime.

Does board unity mean the votes have to be unanimous? No! Differences of opinion, when they do not degenerate into personal antagonisms or rigid doctrinal positions, are natural and healthy. Total agreement, if it occurs at all, should be the conclusion reached through discussion and debate...not the starting point. Substantial consensus after discussion is desirable. Too many narrowly split decisions are an indication of trouble...that the board is not giving general support to its president who has recommended the policies under discussion. A continually divided board weakens both authority and influence and undermines the president.

When there are differences of opinion...and there will be many... each trustee should ask herself whether her position is in the best interest of the college and the community. If she believes it is, she should defend it. If it is still not accepted, she should search for acceptable alternatives. She should not obstruct the operation of the school by offering unwarranted criticism.

In order to help his decision making process George Washington depended on Alexander Hamilton and Thomas Jefferson to help point out conflicting positions. Disagree-

ments expose alternatives, and decisions made without considering alternatives are risky. Disagreements stimulate the imagination, and social and political problems often demand creative solutions.

What techniques are helpful in keeping disagreements from flaring up into wars? Changing minds is tricky, especially when I'm being self righteous and the situation is urgent. I act superior because I know; you instinctively back off. You don't like to be "should upon." You've got to buy into the decision if it is to endure, so I've got to leave you enough room when I try to change your mind. I've got to be willing to listen to you, too, if the decision is to be "ours."

If I get caught up in emotions, I lose my timing. I make mistakes, I turn you off because I'm listening to myself, and I'm making too much noise to hear my inner self so I'll probably never reach those deeper human virtues that allow the decision to be "ours."

We need to explore ways to reach one another and get started on the right foot to become unified. How can I share information, conviction, passion and urgency in a way that will not "should upon" you; but will allow you to discover, rather than be told? I need to be respectful, honest and consistent...to recognize the integrity of your experience.

To reach affinity we need to honor individual differences, not deny them. We need to hear each other out and wait for consensus...be slow to "move the question" as we seek board unity. Longtime members are urged to put up with interminable dialogue, repetition, even boredom. Be patient. The time will come when one of the new members, or one on the "other side" will say, "For Pete's sake, we all agree; let's vote!"

If we can't move beyond inner discord...how can we promote harmony and unity and effectiveness for our institutions? There is

no guarantee that a battle can be won without winners and losers. Some of the boards who have experienced mutual gains bargaining are trying to make winners of everyone. They have discovered that you have to define the game carefully and forcefully defend your beliefs because there are important victories to win, but try to win them in such a way that your opponent is not diminished but can also win. If you are successful the two sides are not polarized when you finish.

Polarization can become a habit...almost looking for circumstances to feed upon...almost an end in itself. Reconciliation is not a final tactic, but a continuous state of consciousness. Martin Luther King described it when he said, "The non-violent approach does something to the hearts and souls of those committed to it. It gives them a new self-respect; it calls up resources of strength and courage that they did not know they had. Finally, it reaches the opponent and so stirs his conscience that reconciliation becomes a reality."

If board unity at your college is not all it could be, talk about it. Adopt a code of

ethics if you don't have one. Have a board retreat and discuss how you could operate more effectively, how you could develop better relations, how you could improve board meetings. Evaluate your board. Do a self-study. Have individual trustee evaluations. If you're not sure how to go about these things, contact your State Association or ACCT and ask for assistance.

An ineffective and divided board does not serve the college, it impairs the college; and if it does not improve, the college will fail; in reality because the college has been failed by the board.

On the other hand, nothing succeeds like success. Individual trustees with a commitment to the public good, a strong code of ethical behavior and a willingness to serve at some personal sacrifice grow to experience a common commitment, a competence to deal with problems, a sense of achievement and the strength to resist encroachment by outside groups...they mature to become an effective and unified board, which in turn evokes public trust and confidence in the college and the board. Good boards get better. But they start with good trustees.



Alternative Sources of Funding: Raising Private Funds

Danette McNamara Gay, Vice President for Development
Rogers State College
Claremore, Oklahoma

Editor's note: this article was written in cooperation with Anita Sampson, Director of Special Projects-Development, Rogers State College.

Before discussing alternative sources of funding, we must first examine the historical perspective of college funding. As we all realize, our institutions have never been adequately funded by tuition and fees, or state and local appropriations...and they probably never will. Years ago, universities and four-year colleges came to realize this and developed sophisticated programs to secure additional external funds from federal, state, and...more and more...private sources.

Today, as we look at many of our two-year colleges, we see similar programs in place. I know many of your institutions are actively pursuing external funding sources. This represents real progress.

I suggest that never in our history has it been more imperative for us to look objectively at our funding programs...to review our past successes...our present-day operations...and where our funding sources of the future can be found. Those two-year institutions that will progress in the coming decade will, of course, be those that truly provide a service to their constituents. More important, perhaps, those two-year colleges that are on the leading edge will be those that are successful at seeking and securing external funds...alternative funds, if you will...that are beyond our regularly appropriated budgets.

We must continue pursuing federal and state dollars, of course. But we also must assess our individual institutions and deter-

mine a solid plan for securing private funds. These private funds, whether they be cash for current operations or endowments, will provide the margin that helps each of us in our pursuit of excellence.

I would like to discuss raising private funds to support our institutions. When I say private funding, many of you may begin to think of alternative funding...others of you may think of development. Others of you might call my topic institutional advancement. But whatever label it goes by, it's the process of identifying, cultivating, and soliciting private gifts from individuals, businesses, corporations, and foundations. This process is a key that can unlock that extra measure of financial support which can have a significant impact on your institution.

I am reminded of a story that is attributed to Dale Carnegie. He recounts how he goes fishing in Maine every summer. He says, "I'm very fond of strawberries and cream. But I find for some strange reason, fish prefer worms. So when I go fishing, I don't think about what I want, I think about what the fish want. I don't bait the hook with strawberries and cream. Rather, I dangle a worm or grasshopper in front of the fish and I say—'wouldn't you like to have that?'" Mr. Carnegie, one could easily say, takes a marketing approach to fishing.

We as advocates of the role of institutional advancement, need to take a marketing approach to our efforts to secure alternative funding for our institutions. By a marketing approach, just what do I mean? Well, in this context, I mean looking at the needs of the giver rather than the needs of the institution in order to motivate persons to support your institution.

Please understand that by motivate, I do not mean manipulate. No matter how hard we may try...we cannot motivate others. Why? Because motivation is something that exists within individuals which causes them to leap into action. The best we ever can do is create an environment in which others can act. And, contributors *will* act according to their own needs. So, if your thorough market research indicates, as Mr. Carnegie's did, that your constituents want worms...give them worms. If they want strawberries and cream, then dish 'em up.

The popular book *In Search of Excellence* identifies some universal needs that should be kept in mind as we begin to identify sources for private funding, because meeting these needs creates an environment conducive to motivation. Some universal needs I want to share here are: All of us are self-centered...suckers for a bit of praise, and we generally like to think of ourselves as winners. Also, we reason by feelings at least as often as with good data. In other words, we sometimes make decisions based on "Does it feel right?" rather than "Does the data add up?" Another point to keep in mind is that we are creatures of our environment, very sensitive and responsive to external rewards and punishment. Finally, we desperately need meaning in our lives and will sacrifice a great deal to institutions that will provide meaning for us.

When the authors of *In Search of Excellence* enumerated these needs, they were, of course, referring to performance at work. But these needs also apply to helping potential contributors to make gifts in support of our institutions.

Now, let's look more specifically at helping potential contributors to internalize an institution and act because *they* want to. In an experiment conducted in Palo Alto, California, most subjects who initially agreed to put a tiny sign in their front windows supporting traffic safety subsequently agreed to display a billboard in their front yard which required letting strangers dig sizable

holes in their lawns. On the other hand, those not asked to take the first small step turned down the larger task in 95 out of 100 cases. The conclusion you may draw from that experiment is, "Only if you get people acting, even in small ways, in the way in which you want them to, will they come to believe in what *they're* doing."

Let me give you just one example from my own experience at the Rogers College Foundation. The Foundation was created in 1973 by community and area leaders who hoped to establish a means of strengthening the ability of Rogers State College to remain on the leading edge of high technology and educational programming in Northeastern Oklahoma.

In our early years, staff and volunteers made personal calls on individuals and businesses in our area whom we had identified as having the ability to make substantial gifts to the college. I must say that our approach in those days was primarily based on the college's needs. At one point, however, we struck a chord with one of those persons we called on. In our conversation, our foundation-funded scholarship program was mentioned. For whatever need this idea met in this man, he made an annual gift that year and within a short period of time, had created an endowment that bears his name and today has a value of \$25,000. He made a single step in one annual giving year...and a giant leap in another. He was motivated because of a need he felt, not because of a need the institution had. Yes, we had that need to establish a scholarship endowment in support of students studying petroleum technology or business administration. But, our need is not what caused him to give. Possibly, although I don't really know the specifics, his gift was motivated because of his situation as a retired oil company executive.

I believe the book *Philanthropy and Marketing* states this point very clearly. "Suppose a person drops some coins in a Salvation

Army black kettle at Christmas time. He smiles and feels good inside. He thinks to himself, 'I'm a giving person.' In another scenario, a much more complex transaction takes place. An individual pledges a substantial sum of money to an institution. Like the donor who tossed the coins in the kettle, this individual also feels good. But this is where the similarity ends." This second individual has made a *substantial* pledge, not only in order to feel good, but because he has been led through a hierarchy in which he is helped to feel that he is an owner of the institution.

To use my earlier example to illustrate this point... as a result of his first gift, the man who established the scholarship endowment began to think of himself as an *insider*, he felt part of our program. He joined our Foundation Board of Directors and helped us set policy. Through his participation, he came to think of himself as one of the owners of our institution. This sense of ownership benefited him...and the college felt the impact of his wisdom and experience in big business. The more he felt part of the program, the more he felt the need to give. He began to assume responsibility in direct proportion to his affiliation with the college. He finally established the endowment for our institution.

American writer Bret Harte expressed this phenomenon so beautifully when he wrote, "nobody shoulders a rifle in defense of a boarding house." The more a contributor feels like an insider, the greater the stake he has in the success of the institution, then the larger an investment he can justify. There are several levels a donor passes through before he reaches the point where he makes gifts as a result of his involvement.

When we first launched our fund raising and friend raising program, we observed that our contributors developed their own senses of ownership according to the classic pattern. First, a person was *predisposed* to the ideal the institution represented, perhaps only

because he lived in the area we serve. As he learned more about us, he began to have *interest* in us. Once interested, he *participated* by giving time and money. Next, he became *involved* as an insider. He felt privy to special information and internalized the institution. He then became *committed*, and, as his investments increased his stake in the institution's success, he began to commit more of his talents and dollars. Finally, this person began to feel he was an *owner* of the institution and, in addition to continuing to make gifts to the institution, he also helped to motivate the sense of ownership in others.

This sense of ownership among an institution's constituencies is vital to the success of a fund raising program. Authentic participation is required of the people who have the power to enable the institution to reach its potential...because the giver offers the institution more than money, he offers it an outside perspective on its affairs.

For one moment, I want to be specific about a few of the points that are truly necessary... if not imperative...to creating a successful private fund raising program. *First* the trustees of each institution must be supportive of a development program.

Second, the president of each institution must personify the college's goals and communicate them. A strong development staff must be created with the president in the lead in fund raising. Presidential leadership in development acts to stimulate volunteers and strengthens the confidence your potential sources of private funding will have in the college.

Third, an adequate budget must be created for the development operation.

Fourth, the person who assumes the role of director of development must also be a leader. It is the director's role to lead, to take the initiative, be active, have perseverance and follow through, and pay painstaking attention to detail. The director needs to be

a self-starter, a pacesetter, and establish impeccable personal standards. The development director must have personal integrity, professional integrity, and loyalty to the institution that cannot be impeached.

Next, the college must have a well prepared, well documented academic blueprint that outlines where the institution has been, where it is now, and where it plans to go as it carries out its mission and program of service to the societies it serves.

Finally, a case statement for your institution, one that speaks to the potential donors' needs and shows them how your institution can satisfy those needs, must be prepared. The case statement should explain why your institution is a smart investment. The case statement shows how the current fundraising program addresses issues and solves problems that concern the donor community. The case statement must be written from the donor's point of view. Why is the case statement important? Because, more than any other piece of campaign material, it serves as the major resource document on which all other publications, presentations, speeches, and solicitations will be built.

In the book *Megagifts*, the author points out

that giving is a habit. Very seldom does someone make a significantly large gift to an institution without prior experience of giving to that institution. And, almost never will that large gift be the last but will almost certainly be followed by many others—often of increased size.

In summary, securing alternative funding for your institution is simply a case of good marketing. Learn your constituents' needs. Then, sell your institution and its mission. Help your potential givers to share in the dream and then decide for themselves what they want to give you...how involved they will become with your institution. Remember, contributors do not invest in needy causes or worthy institutions. They give to support dreams, visions, or bold and imaginative ventures. They give to projects in which they are predisposed, interested, participating, involved, and committed. They give to institutions in which they have internalized the programs and feel themselves part owners of. Quite often, their gifts will be prompted by their emotions. They want to feel, as the Roman orator Cicero expressed more than 2,000 years ago: "In nothing do men more nearly approach the gods than in doing good to their fellow men."



A College-Wide Marketing Concept

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During the last twenty years, community colleges have enjoyed rapid growth. New colleges have been established and older colleges have grown. However during the last several years, enrollments have declined and some community colleges have gotten into financial difficulty. While many reasons may contribute to such a decline, one major reason has gone unnoticed: the college's failure to adapt to the changing needs of its clientele. Accordingly, it is useful to address this subject and to call attention to the logical consequences of this deficiency.

With the economic turmoil caused by escalating costs, serious under-funding, declining numbers of high school graduates, and increasing competition from four-year institutions, it's more important than ever before for our colleges to ask: Why is it important to question the responsiveness of the college to its communities' needs? It has always been important to the success of the college that it satisfy the needs of its citizens. So why is it important to raise this question at this time?

The Economy, Competition and Marketing

During an expanding economy, with money readily available, colleges found it possible to survive and even grow without consciously marketing their programs. In fact, many college districts have done no conscious marketing at all and many college districts have given only a modicum of attention to the quality of their marketing effort. This condition, which is more pervasive than many would like to believe, has left many community college districts ill equipped to

cope with the competitive environment of the '80s.

Some will argue that the financial strength of public community colleges is directly related to the strength of the economy. This belief assumes that all factors remain constant; i.e. that no change is called for in the *modus operandi* of the college district. However, since the '80s have ushered in intense competition for scarce resources, adherence to this belief threatens the secure future of the district. All organizations must adapt to external changes. Thus, we need to take stock of the effectiveness of our marketing activity to assure the continued vitality of our colleges. Riding the economy may be convenient to some, but, it is a risky practice, at best.

Even during downturns in the economy it is possible to grow college enrollment. Growth in a college district is a function of the college's ability to perceive changing student needs and to present offerings which are better solutions than those offered by competing institutions.

Competition for Scarce Resources: Implications for Effective Marketing

During the last several years it has become increasingly clear that resources are no longer plentiful. Students have had to reexamine the value gained from attending college. Student reenrollments have not been automatic. This behavior suggests that the potential student has great concern over the allocation of his scarce resources to this purpose. It also suggests that our colleges have not satisfied all the individuals in the

past sufficiently as to warrant their automatic reenrollment. Clearly, the opportunities to discourage reenrollment abound in a competitive environment. This practice is called ineffective marketing.

But, the opportunities to hold onto and win over new students also abound. Capitalizing on these opportunities, however, requires perception of student needs, caring about student satisfaction, and a sense of commitment to the well being of the individual.

These attributes do not just happen naturally; they have to be nurtured by the management. Management must share the values they imply. Management must inculcate these values in all members of the management team. In short, management must make the college an instrument for rendering satisfaction to its students. In the absence of clear management attention to this area, it is likely the college has been 1) disappointing some of its present students and 2) repelling some prospective new students.

The Elements of Marketing

I find it useful to explain marketing from an applied viewpoint by focusing on what marketing does in the organization. Therefore, I will outline seven essential elements of the college-wide marketing process and will follow this treatment with some additional insights for improving the effectiveness of the marketing function.

1. CHOOSING STUDENTS

The first step in this process is the identification of which student set(s) to satisfy. We call this task segmentation or targeting. We cannot be everything to everyone, but we can be something to someone. Thus, it is essential that we know which set of numbers we want to pursue because our whole responsiveness (marketing) campaign will be focused on that target student set(s).

2. PERCEIVING STUDENT NEEDS

Next, and a step that most people seem to stumble over, is perceiving student needs. Students will not, and cannot, tell you what their needs are. Marketers have to perceive needs through observation, analysis and understanding of the community the college serves. Public relations personnel and counselors must understand the job market in the district and its relationship to external forces; needs are driven by work and work is driven by changing external forces such as economic, societal, political, technological, legal or environmental. A shift in one force will likely trigger changes in other forces, so consequently these changes will affect the work environment and as a result, initiate new needs. In short, understanding student needs is an essential responsibility of the staff.

3. HELPING STUDENTS UNDERSTAND NEEDS

Indeed, our counselors must help the student understand his own needs. Students can only articulate necessary and obvious components of their needs; they rarely are aware of the total dimensions of their needs. Counselors have to assume the responsibility to help the student understand their own needs and to see the alternatives open to them.

4. DESIGNING RESPONSIVE OFFERINGS

Next, the college must be sure that the intended offering is actually designed to respond to the perceived student needs. This stage offers the marketer the unique opportunity to design creative and responsive offerings, capitalizing on the strengths of the community, and the college. Too often, courses and programs are designed around the needs of the teachers rather than the needs of the intended students. Is it any wonder then, that some offerings go sour?

5. COMMUNICATING BENEFITS

Also, the college must market the course or program offerings in a way that helps the potential student gain an accurate understanding of the course or program; no half-truths...the whole truth and nothing but the truth, calling attention to the benefits of what's offered. Nobody buys courses or programs; people really buy what the course or program does...the benefits...the promise. Marketers cannot assume the student understands the benefits of the course or program; they have to be made explicit. Thus, marketers must present compelling reasons for the student to buy. Auto manufacturers don't tell their customers their product has four wheels, an engine, seats, steering wheel, is painted green, etc. They do not tell their customers to figure out what to do with all those attributes. They say their product is a car, it provides transportation, it is dependable, you like driving it, you feel good driving it. When you do not convey the benefits of the offering, you are telling the student you have not been able to make sense out of the course or program yourself. This is no way to run a business! This is no way to run a college district.

6. MAKING THE OFFERING AVAILABLE

Further, colleges must present the course and program offerings (the product) for sale, where the student (the customer) expects to find it. The course or program, to be successful, cannot tax the student's imagination too much, nor can it inconvenience the student in making a purchase decision. The college must make the course or program as accessible as possible to the student.

7. POST COMPLETION SERVICE

Finally, the college must be prepared to render student service after the course or program (follow-up) to assure continued student satisfaction and to lay the foundation for future courses and programs.

Strategic Marketing Program

While these elements are the components of marketing, they have to be integrated into a cohesive, and dynamic program. We call this a marketing program—its construction is based on the vision of the marketplace in the period immediately ahead. However, since markets do not remain static, marketing programs must continually be adjusted to keep up with the changes in the market. We must constantly monitor the developments in the marketplace to anticipate the next round of changes.

In short, it is necessary to forecast changing student expectations; forecast the actions of our competitors, cost, and promotion; and to track their direction. Also, it is necessary to forecast other external forces which may affect students, competitors, competition, or our own district. It is on the strength of all these insights, that a strategic marketing program should be fashioned.

Expanded View of Marketing

Now, this has been an abbreviated treatment of the essence of marketing to students of programs and services. Let me suggest that in this complex and rapidly changing world all institutions of higher education have many publics. For colleges, they are current students and student prospects. Secondly, they are citizens, local communities, government regulators and so on.

All of these secondary publics have a stake in our district; they have a say in our future. Any one group can materially affect the bottom line. Thus, we must not ignore this marketing opportunity. These publics should be treated with the same tender loving care we give our students...and we would be well advised to give the same kind of strategic thinking to this group as we give to our current students and student prospects.

Marketing: Everybody's Business All The Time

Effective marketing is everybody's business...everybody from the chief executive to the janitor. Everybody in the college contributes to student satisfaction, or dissatisfaction. We can either convey the notion we care and are willing to walk the extra mile to satisfy our students or we give the impression that we don't care... "It's not my job". Obviously, this is not the way we want to be treated and neither does the paying student customer. We must learn to enjoy extracting satisfaction from our students...if we do, we don't have to worry about our effectiveness...all the pieces will fall into place naturally.

Marketing: Present State

It has been my observation that marketing has not been particularly well-executed in most college districts. Too often, colleges have the trappings of marketing, but, too little substance. Our public relations (marketing) people seem preoccupied with techniques; they want to know "how to" information. They want to learn new advertising techniques, the faculty want only to concern themselves with teaching effectiveness, the college researcher struggles with refining research methodology. We have become communities of specialists, preoccupied with our own sphere of activity.

In particular, our colleges have failed in the basics; they usually fail at the very essence of marketing. They fail to study the student need; they think they know it sufficiently. They fail to achieve the proper integration of all the elements of the marketing program; so, too often the effort is fractionated and the right hand does not know what the left hand is doing.

Marketing often requires asking tough questions. Sometimes they are not easy to answer or the answers are not what management wants to hear, so we bury them; that is

a failure. Marketing is everybody's job, and the whole district must be orchestrated into one cohesive marketing group. But, often this means telling someone to do something different. This is threatening to both parties, so it goes unattended. This is a failure. Also, marketing means whatever the boss says it means. This means that a boss who does not understand what he or she is talking about has a profound effect on the marketing practice employed. What a failure!

Further, investment in marketing is not visible; you can not touch it, kick it, smell it, it is not like investment in staff and equipment. So, management is too often not predisposed to invest in marketing capability. We do not seek people professionally educated in marketing since we can not easily evaluate their talent. What a failure!

Lastly, if we do not understand that we exist only because there are students out there with unmet needs, we cannot appreciate the necessity to give a damn to satisfy them. What a failure!

Conclusion

In conclusion, community colleges in general are entering a new era. Competition for scarce resources requires our colleges to compete for students both former and new. Enrollments will have to be earned, each year all over again. Enrollment growth and revenue generation can no longer be taken for granted; they are no longer automatic. We will have to earn our place in the markets we serve, and management would be wise to adopt effective marketing practices. Failure to do so, in the competitive environment, is inviting consequences which are clearly dysfunctional to the future of the college district.

Not many years ago, effective marketing for community colleges was quite easy to achieve. Our markets expanded continuously for thirty years. While choices were some-

what restricted, people had sufficient discretionary spending power to buy anything or go anywhere they wanted. Under those conditions, one did not have to have the best product, service or offering, one needed only to have a college and one could ride the crest of expansion. Competition was not very important in the imperfect market of the past. Marketing was easy, success came easy.

The '80s have ushered in a new era. Competition is the central difference. Choices, to the student and to the marketer are numerous. Students are more discriminating. Their needs are more complex. Their demands are more pressing. Competition for their attention, time and money is excessive.

In the period ahead, it will not be sufficient to be a good marketer. Competition will demand an outstanding level of marketing performance. Students will have to be snatched away from competitors. We will have to work harder at rendering satisfaction. Students can no longer be taken for granted.

Student loyalty can no longer be counted on as the basis of our future ADA or FTE. Marketers will have to earn their place in the market...every day...day after day. This is a new era!

The opportunities for successful marketing are unprecedented. Students are begging to be satisfied. It does not matter if the economy is expanding or receding. Needs exist! They always have and they always will. We need only to figure out what they are and respond to them accordingly.

If we care about making people happy, if we care about satisfying our students, we will do O.K. But, we have to care; we have to really care. We have to get real joy out of satisfying a student. If we can muster such a feeling, we can become effective marketers. If we embrace the basic concept of marketing, the details, the techniques, will take care of themselves, they will fall into place, and we can be sure that we have laid the foundation for success and we will be rewarded accordingly.



The Need for Professional Negotiations

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I would like to begin with a brief summary of my experience and background so you will understand that what I have to say is from personal experience and not some writer's theory in a textbook.

Thirty-five years ago I entered the teaching profession. I considered teaching a profession because I had spent four and one half years getting my degree and teaching certificate and knew full well that my formal education was far from over. In the course of these 35 years, I have spent seven summers, one full academic year and a third full semester attending school. Teaching is still my "profession," but few give it that status. Many, I fear, consider it just a job. I do not like the concept of unions. I keep holding out for something more professional for teachers.

In 1950 teachers were expected to be as "good" or nearly so, as ministers. You could not smoke in public, drink anywhere, and you were expected to teach Sunday School. The pay was also on the level with ministers.

My wife and I really did very well though. She taught second grade with 32 students and all but three could speak English. I taught high school Algebra I, Algebra II, Geometry, General Science and Biology, was assistant coach and drove a school bus, and together we made a whopping \$5,000. There were no fringe benefits except five days sick leave, non-accumulative.

Even this was a far cry from the day when I walked to country school and, since my Dad was treasurer of the school board, each month I carried the teacher's \$55 paycheck to her.

Through the fifties I helped establish a negotiation of sorts, more of a dialogue, between the faculty and boards of two different systems. In both cases the initiative came from the board. Nothing really major was accomplished by these dialogues but we did obtain improved salary schedules and shared health insurance programs. This was a beginning.

In the early sixties, I served as an instructor on the Salary Committee for the faculties of four state universities in Illinois who were under the supervision of the Illinois Teachers College Board. Most of the negotiation in that group was between the Professors and the Instructors on the committee, not with the Teachers College Board. It was an interesting experience.

Since 1966, I have been at Butler County Community College. As far back as 1968, we negotiated with the board on salary matters and some fringe benefits even though the professional negotiations law in Kansas didn't pass until 1972 and the community colleges were not included until 1973.

Obviously, professional negotiations have resulted in improved salaries and fringe benefits for faculties. In our case we have an average salary among the teachers of \$22,321 with ten faculty members now making \$30,000 or more. These ten people have been at Butler from 17 to 36 years, all hold at least a Masters Degree, and they average about 50-60 graduate hours above the Masters. We receive \$225/month in fringe benefits which can be used to purchase health insurance or one of a couple other

insurance options, or tax-sheltered annuities. This makes the total average financial package \$25,021 per year. We also have negotiated sick leave benefits of 15 days/year accumulative to 90 days (120 days for faculty with 10 or more years service.) We also receive five days of professional leave and two days personal leave per year. Butler also has a sabbatical leave policy which is the result of negotiations.

We have also negotiated some working conditions (non-monetary) such as normal work load and in some cases, class size.

These items may look pretty good for the teacher, but they don't compare with what the private sector provides nor is the negotiation process a one-way street. The contract between the Butler County Community College Board of Trustees and the Faculty includes a stated number of contract days, a probationary status policy, a statement on office hours and hours on campus, a grievance procedure, a policy on reduction in force, evaluation procedures for faculty and administrators, staff development policy, limited outside employment and prohibited sales policies, and a statement of the retained rights of the board. This outline is not complete, but it gives you the picture.

Now that I have mentioned some of the specific results of professional negotiations, let me talk about some of the benefits in more general terms.

First, in many situations, and this was the case at Butler, policies exist on many matters, but are not well publicized or perhaps are not precisely stated and understood. Through negotiations, these policies are accumulated into a single document, the contract, and very carefully written to accomplish the intent of the policy. This tends to eliminate a lot of discontent caused by misunderstanding and poor communication.

At Butler, we also have a Board Policy Handbook in addition to the contract

agreement and this document has been improved quite a lot since we have had formal negotiations. Not that items are taken from the Board Policy Handbook for negotiation, but some are discussed and an awareness of the need for clarity and precision has developed that has caused our board and our administration to review and update these policies regularly.

Second, good faith negotiations establish a communication between the board and faculty that can be of great value to the board without eroding the authority of the board. Faculty people are trained professionals with a knowledge and expertise in teaching that few, if any, board members have. I doubt that many of you have had the experience of teaching 35 college freshmen in a Calculus or English Composition class, or 35 first graders in a non-airconditioned classroom. Even the best of administrators have not experienced all the situations of teaching and generally are no longer involved in any teaching activities. Good faculty input can bring out features of a problem or situation the board members or administrators may neither think of nor comprehend, yet these are important factors in maintaining a smooth operation. I know that you represent various segments of the business world and are charged with fiscal responsibility regarding the college, but when hard decisions and choices must be made, you should have all the facts you can get relating to the problem.

Third, good curriculum development must involve faculty. Curriculum is not usually a negotiation item but it is a very important concern to any school, especially the community colleges. The curriculum, along with good instruction, is the college. Developing this curriculum is just one part of the involvement of the faculty. If a good rapport is maintained between board and faculty, and open good-faith negotiation will promote this, then the faculty will respond rapidly to curricular needs.

I could cite an example or two where program planning occurred without faculty input with disastrous results. As community college trustees, you are fully aware of the need to be able to respond quickly to the rapidly changing needs of the community. You may be able to identify the needed program, but the faculty is the source of program content. Their willingness to participate is directly proportional to how they feel they are respected, how their suggestions are received.

Fourth, many examples exist in the private sector of businesses flourishing at least in part by the employees also being stockholders. One example was given by the commencement speaker we had at Butler County Community College last May, R.D. Hubbard, who happens to be a 1956 graduate of our institution, has built the fourth largest producer of safety glass in the country and he credits the high productivity and efficiency of his workers to the fact that they own the company. The company he heads, currently does over 100 million dollars worth of business per year.

Everybody likes to feel that they have a piece of the action. If teachers believe that their concerns are receiving good faith consideration and that their input is important in shaping the destiny of the institution then everything improves. First of course is faculty morale and when the faculty feels good about their job and the school they do a better job of teaching—which in turn produces better satisfied students who become your best recruiters for the future.

Fifth, I won't overlook the improved existence of the teacher that has resulted from negotiations. And these improvements have been extended by varying degrees to faculties that do not negotiate. In Kansas, many benefits that have been won by some faculties through negotiations have been granted to other faculties because of the "trend." I have already mentioned some of the specifics. We still fall far short of the income of the

other professions. We generally are not in the same neighborhood, financially, with construction workers and skilled manufacturing workers, but most teachers live above the poverty level. I just think teachers are trained, experienced, professional educators and board members would be ill advised not to take advantage of their expertise.

To this point I have not used the terms "collective bargaining" nor "strike" nor "binding arbitration." I guess I am an idealist, but I have struggled to make teacher-board interchange something better than labor-management collective bargaining. I know I am in the minority, but I feel good faith professional negotiations are possible without strike threats or work stoppages. Perhaps some form of arbitration is needed, but to me strikes are not professional.

I do still consider my chosen career in a class with doctors, lawyers, nurses, engineers, CPA's etc., professions with similar educational requirements. Of the professions though, teachers are the only ones whose income is from public funds, which seems to give the public the idea that we somehow have less rights than professions such as lawyers and doctors who set their own pay scale and have very strong unions in the Bar Association and A.M.A. The Bar Association is primarily concerned with legal justice. The American Medical Association is concerned with the best possible medical care. The teaching profession is concerned with the best possible education so that society may have more good doctors, lawyers, nurses, engineers and CPA's.

Let me close with reasons for entering negotiations from a faculty viewpoint: 1.) Monetary benefits and improved working conditions. 2.) Helping to plan the course of the institution and to steer it in the appropriate direction. Trustees should want to engage in professional negotiations to take advantage of the education, training, experience and expertise of your faculty.



Effective Community College Recruitment and Retention

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Many community colleges are finding it difficult to enroll enough students in transfer, vocational, and technical programs to justify the existence of some of their instructional programs. However, the current egalitarian philosophy of education which has led to the development of approximately 970 public two-year community colleges throughout the United States is deeply predicated on the principles of providing quality education and training to citizens at a reasonable cost and close to home.

To further complicate the enrollment patterns in community colleges, many enrolled students drop out for a variety of reasons prior to completing their programs of study. Large dividends accrue to some colleges who develop effective marketing and student recruitment systems. Even greater dividends accrue if effective student retention activities are designed and implemented which give students early successes in the classroom and early involvement in college life activities.

Let me begin by discussing effective student recruitment. Recruiting efforts that fill courses and programs are the result of the institutional marketing function successfully interfacing with the instructional programs and the admissions system of the college.

High quality educational programs and instruction that result in successful student transfer to senior institutions or successful job placement after technical training are basic products on which to base the marketing thrust. Community college marketing must build the institutional image, convey the college's mission, inform the citizens of the opportunities available, extend

a warm invitation to enroll, and reassure potential students that everything possible will be done to help them to succeed. Good instructional programs and a good marketing system make student recruitment possible, and we must realize that competition for students is very great. It is also important to realize that a successful recruitment system will involve not only the professional recruiter, but also the teaching faculty, counselors, registrar, financial aid staff, and others.

The actual recruitment process will vary greatly among colleges, but one that I like and understand consists of the following procedures:

1. Specific target market groups must be identified and a marketing strategy must be designed for each. I will use as an example the recent high school graduate which is still the largest single target group of many colleges.
2. It is important to start with an institutional commitment to employing well-trained outreach persons who possess salesmanship skills, who are knowledgeable about the college, and who want to do the job. Competent recruiters will call upon high school personnel by appointment, clearly describe the college to prospective students, and secure the names of solid potentials for specific college programs.
3. Very shortly after the recruiter has identified a potential student, several procedures are engaged. The recruiter should secure specific data about the student such as name, address, telephone number, career interest, etc. This information should pass

to the appropriate program instructor who will use his/her own recruiting talents to communicate to the student by letter and by telephone what the college program of study has to offer. Although some faculty are reluctant at the outset to get involved with recruitment, many learn fast and welcome the opportunity to have more to say about the destiny of their program enrollment and their job security. Nobody in the college can do a more effective job than faculty of explaining the merits of their programs, of inviting potential students to visit the college campus, and of closing the sale. All of the efforts of the recruitment staff and the faculty should be continually supported and coordinated with a flow of appropriate and well-timed information from the admissions office concerning registration procedures and available financial assistance.

4. Involving the faculty in student recruitment makes it possible to manage working with large overall numbers of potential students. Any particular instructor may work with 40 to 80 potentials to fill a program section of 20 to 30, and it is important that the institution maintain frequent contact with the student right up to the time that classes begin.

The recruitment process just described can improve enrollments significantly if it is done well, but what happens to the student once he/she has been enrolled is equally important to the college and certainly to the future of the student.

Many community colleges have an open-door admissions policy. To me, a sensible definition of open-door policy means that the college will admit any student that it can help, that it will assist the student to find the right educational or training program, and that it will take the student from where he/she is academically, and move forward from there.

The comprehensive community college's broad program and service offerings attract

a clientele with a wide range of educational and training needs and with more heterogeneous interests, aptitudes, ability, and basic skill achievement deficiencies than perhaps any other segment of higher education.

In 1979, the American College Testing Program (ACT) concluded a student retention research project which included data from 858 two- and four-year colleges and universities. I choose not to dwell on the very unimpressive retention statistics of public community colleges which are documented in the study, but rather to list some of the reasons that students drop out of community college programs and what we might do to reduce student attrition.

It is my advice to boards of trustees and presidents that the findings of this study be accepted as valid data which are quite applicable back home, and that those findings be used to design and implement an effective student retention effort. I recommend this course of action rather than for each institution to waste time and resources of their own to prove or disprove the ACT findings. Your efforts would be much better directed toward internal efforts of gathering data concerning such issues as program and division retention rates, basic skill achievement levels of incoming freshmen students, and what students are feeling, thinking, and experiencing at your college.

It is my opinion that until a community college president and his/her administrative staff show the leadership to design and implement an effective internal evaluation and data gathering process which results in valid and reliable research data, little or no progress can be made in better student retention.

I will mention several findings of the ACT study which I feel are important to consider in any retention effort. Among the findings are:

1. Students often drop out early in their first

term because of loneliness.

2. Many students are poorly prepared in the basic skills of reading, writing and mathematics and soon fall behind, having their appetites for learning and their self-confidence further devastated.

3. Students who choose a community college often are; the first in the family to attend college, more likely to have financial limitations which require them to work part-time or full-time, immature and still dependent on others, quite undecided/unsure of a career choice because of limited career exploration and counseling.

Community college boards and administrators who are serious about improving their student retention rate will want to consider the student body characteristics and needs just identified. Good curriculum is essential, but giving consideration to the other factors listed is equally significant.

There are several activities which can be carried out by academic and support staff which will focus on neutralizing those negative experiences in college which cause many to drop out. Job descriptions of faculty and support staff are definitely affected by this responsibility. Duties and responsibilities of teachers go far beyond teaching content, and support staff also need to become pro-active and initiate new student problem-solving activities.

Student retention efforts can begin before the recruitment process is even finished. It is my belief that a successful community college must view the recruitment and retention of a student as a four-year process. Throughout the student's junior and senior years of high school the college is continually marketing itself to the student to get him/her registered. The next two years are spent trying to keep them there to program completion.

The successful student retention efforts which I have witnessed include, but are not

limited to:

1. high quality and relevant course and program curricula;

2. professional and support staff who care about the welfare of the student;

3. a day-long orientation-to-college session on campus prior to fall term for all incoming first-time freshman students. Activities include meeting in small groups to finish registering, learning about college life and non-classroom activities, locating housing, undergoing basic skill achievement testing, and meeting some new friends to be with in the fall;

4. assignment to an academic advisor who will take an interest in the student's welfare, regularly counsel the student as to proper course selection and credit load, and to discuss career alternatives;

5. a developmental studies program consisting of high school level content in the basic skill areas of reading, English, mathematics, study skills, and reasoning skills for those who need it;

6. a tutorial program for individual academic assistance;

7. sufficient social activities very early in the term to provide many opportunities for a student to make new friends;

8. a professional staff awareness that will trigger an early intervention system when a student is exhibiting that he/she is struggling;

9. an early intervention system which will discover and resolve typical student problems of loneliness, academic problems in the classroom, self-discipline to get to class, drug abuse, poor financial management, etc.;

10. an effective staff development program which will allow those responsible and

accountable for retention to learn the human development skills necessary to be responsive to student needs.

To successfully meet the developmental, academic and social needs of a community college student body requires a tremendous commitment from every constituent group in the college.

Successful community college recruitment and retention programs depend upon the

implementation of sound concepts and procedures and on good leadership at all levels internally. My 24 years of service in public education and particularly the last 17 years in community college education have convinced me that community colleges which are willing to focus their efforts on meeting the real education and training needs of citizens will enjoy recognition through enrollment success, student success, and employee job security. And what is even greater, we can all have fun doing it.

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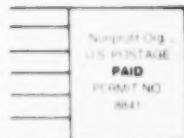
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MAR 28 1986